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ABSTRACT

This report of the Master Plan Committee on Public Administration is part of Phase III of the Illinois Statewide Master Plan for Higher Education. Chapter I summarizes the Committee's 14 recommendations. Chapter II is the introduction. Chapter III describes in some detail the nature of the public service's present and projected needs for persons with some training in public administration and allied fields. It also emphasizes the corollary need for increased emphasis on education for public service careers. Chapter IV comments upon the need for new and expanded public administration programs in the State's colleges and universities and recommends the establishment of a Commission on Education for the Public Service to help develop such programs. Chapter V describes specific actions that should be taken to improve the quality of public administration training and to increase the number of qualified applicants for positions in the public service. The appendix contains (1) a study of manpower needs of governmental agencies in Illinois, (2) descriptions of (a) public administration programs in Illinois, (b) graduate programs in public administration throughout the U.S., (c) the role of liberal arts colleges in public administration, and (d) educational problems confronting a government personnel agency and an on-going federal program. (AF)

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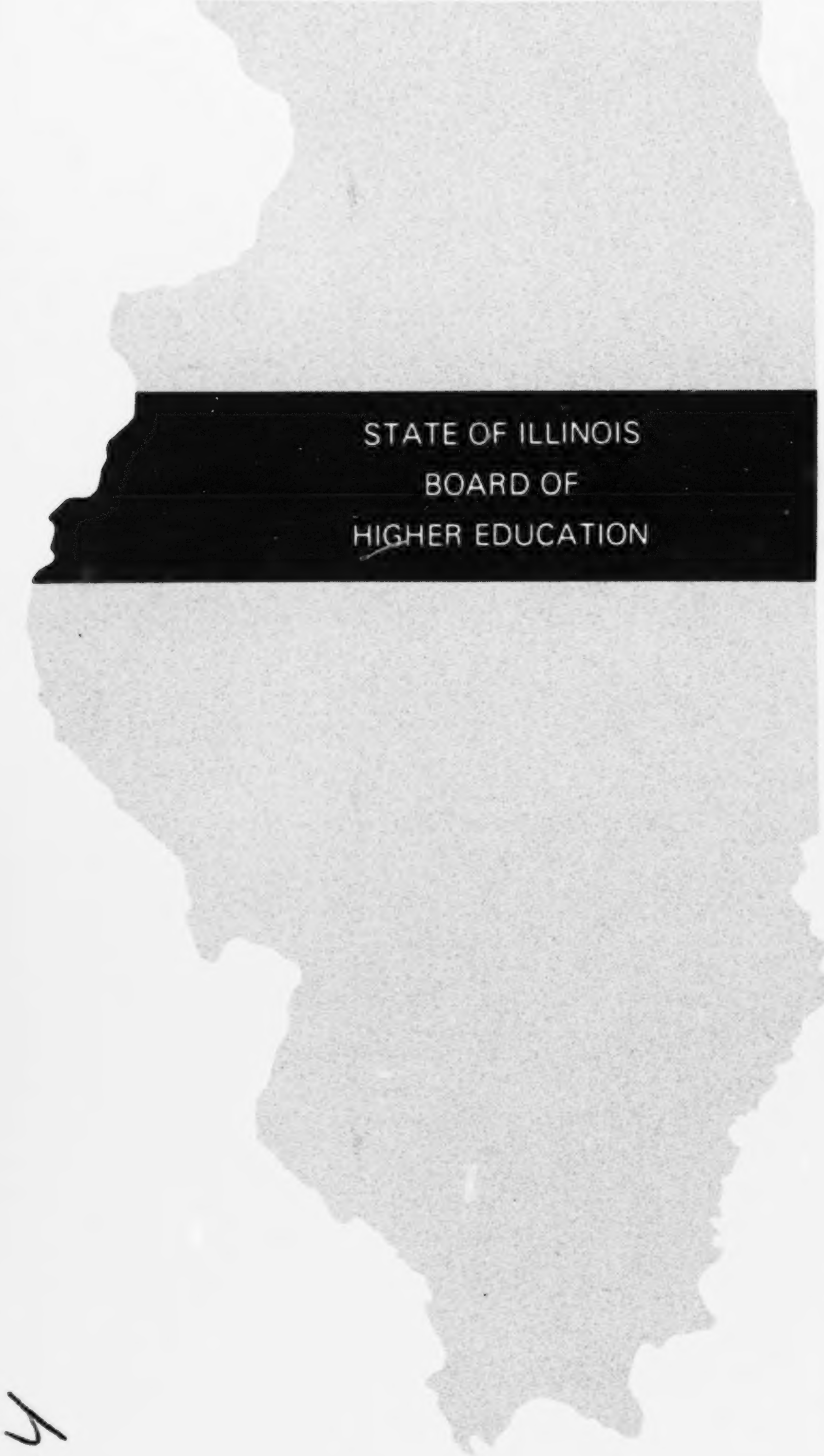

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JUNE, 1969

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CONTENTS

I. RECOMMENDATIONS 1

II. INTRODUCTION 3

III. THE NEED FOR PUBLIC ADMINISTRATION EDUCATION 5

IV. THE URGENT NEED 9

V. AN ACTION PROGRAM 14

APPENDIX A MANPOWER NEEDS OF FEDERAL, STATE, AND LOCAL GOVERNMENTS IN ILLINOIS 24

APPENDIX B PUBLIC ADMINISTRATION PROGRAMS IN ILLINOIS COLLEGES AND UNIVERSITIES 27

APPENDIX C GRADUATE STUDY OF PUBLIC ADMINISTRATION IN THE UNITED STATES 30

APPENDIX D PLACE OF THE FOUR-YEAR COLLEGE IN TRAINING FOR THE PUBLIC SERVICE 34

APPENDIX E IMPROVING COOPERATION BETWEEN STATE AGENCIES AND THE STATE UNIVERSITIES AND COLLEGES 36

APPENDIX F FEDERAL TRAINING PROGRAMS, TRAINING CENTERS, AND EXTENSION CENTERS 39

APPENDIX G U.S. HIGHER EDUCATION ACT OF 1965 "TITLE IX–EDUCATION FOR THE PUBLIC SERVICE" 51

LIST OF APPENDIX TABLES

A-1 FEDERAL POSITIONS APPROPRIATE FOR HOLDERS OF A MASTER'S DEGREE IN PUBLIC ADMINISTRATION 24

A-2 STATE AND LOCAL GOVERNMENT EMPLOYMENT IN ILLINOIS, BY FUNCTIONS, 1965 and 1975 25

A-3 FULL-TIME EQUIVALENT EMPLOYMENT OF STATE AND LOCAL GOVERNMENTS PER 10,000 INHABITANTS, BY FUNCTIONS AND SELECTED GOVERNMENTS, 1965 26

B-1 ACADEMIC PROGRAMS IN THE PUBLIC AFFAIRS FIELD 27

I. RECOMMENDATIONS

The Committee recommends that the Board of Higher Education:

1. Direct colleges and universities in Illinois to develop and to expand educational programs designed to prepare students for careers in the public service. This development should include the expansion of graduate-level, preprofessional programs in public administration in those universities where they now exist, the establishment of such programs in universities where they do not now exist, and the expansion of undergraduate course offerings in public administration.
2. Establish a continuing advisory committee, in the nature of a Commission on Education for the Public Service, to compile information on the personnel and training needs of governmental agencies in Illinois; to advise the Board with regard to existing, proposed, and needed educational programs concerned with the administrative and policy-making processes of government for present and prospective public employees in the state; and to act in various liaison and stimulative capacities to insure maximum cooperation among governmental agencies, public employees and their professional associations, and public and nonpublic institutions of higher education.

It is also recommended that:

3. The proposed Commission on Education for the Public Service should give early attention to the establishment and maintenance of statewide standards for a professionally oriented core program in public administration which, while taught at different institutions in different forms, will satisfactorily cover all basic elements.
4. The proposed Commission should encourage the universities in the state to develop cooperative programs of instruction, reasonable similarity of curricula, sharing of faculty, and the ready transfer of credits from one public administration program to another. The Commission should also promote the development of a consortium of universities which would conduct joint programs of education in public administration.
5. College and university counseling and placement services should give special emphasis to career opportunities in the public service, especially when working with students from less advantaged backgrounds. The proposed Commission should assume the responsibility for improving career counseling and job placement activities by increasing the flow of information about public service careers to counseling and placement officers and by helping public employers adapt their recruitment procedures to the current job market for college graduates.
6. Junior colleges should be encouraged to develop programs at the subbaccalaureate level for those wishing subprofessional and paraprofessional careers in the public service, but they should not be encouraged to develop administration courses as a part of their regular liberal arts curricula. The proposed Commission should act in an advisory capacity to assist junior colleges in the development of meaningful educational programs related to the manpower needs of the public service.
7. The four-year nonpublic colleges should inspire their students to consider public service careers by offering basic courses in public administration and allied fields, by familiarizing them with career opportunities, and by encouraging them to undertake advanced work in public administration.

8. The four-year nonpublic colleges should be encouraged to make their maximum contribution to public service education by supplementing their regular curricula and their career counseling programs with summer and evening classes in public administration and by cooperating with each other in the development and execution of special degree- and nondegree-oriented programs focusing on public service. The proposed Commission should promote such interinstitutional cooperation and should facilitate it by encouraging and arranging the exchange of faculty members who have special training or experience in public administration, governmental service, and allied fields.
9. The new Sangamon State University in Springfield should establish a graduate program leading to the master's degree in public administration as one of its first efforts. Encouragement should be given to the use of faculty from other institutions and qualified state employees for teaching assignments. The existing University of Illinois public administration program in Springfield should be phased out as the Sangamon State University program is initiated. The phasing out should begin, hopefully, in 1973 and be completed no later than two years thereafter.
10. A program leading to the degree of Doctor of Public Administration should be initiated by Sangamon State University by 1975 or as soon thereafter as possible. The proposed Commission should consider the establishment of a consortium of universities, public and nonpublic, to offer courses leading toward the Doctor of Public Administration degree in all sections of the state.
11. The proposed Commission should survey existing mid-career educational programs for public employees, should study present and anticipated needs and demands for such programs, and should supervise the development and the execution of a comprehensive statewide program of mid-career education for persons at all career levels and from all kinds of public agencies. Further, the Commission should recommend ways in which Sangamon State University and other universities can be encouraged to establish executive development centers specifically committed to the task of mid-career education for upper and upper-middle level public administrators. Such recommendations should be developed before institutional budgets for the 1971-73 biennium are finalized.
12. The Board of Higher Education should permit reasonable state subsidization of educational programs in public administration, regardless of whether such programs are conducted as on-campus instruction or through extension programs.
13 The Illinois General Assembly should take positive steps to enhance the attractiveness of state and local public service careers for the most promising college and university graduates. Included among these steps should be the development of a program of advanced career entry opportunities for particularly qualified graduates of public administration and related curricula in the state's code departments and the establishment of a state administrative trainee program in the Illinois Department of Personnel. The latter program should be supported with a supplemental annual appropriation to the Department of at least $100,000.
14. The Illinois General Assembly, the Board of Higher Education, and the proposed Commission, working jointly, should secure the establishment of internship, scholarship, and sabbatical leave arrangements on a broad scale for students and governmental employees wishing to further their education in public administration or other professional courses of study germane to their careers in the public service, thereby providing greater assurance that Illinois' needs for public service educational programs will be adequately met. It is further recommended that the Illinois General Assembly enact legislation encouraging and facilitating the involvement of employees of Illinois state and local governments in mid-career educational programs. At a minimum, such legislation should: (1) require flexibility in scheduling employee work hours on a daily, weekly, and yearly basis so that employees wishing to pursue additional educational opportunities can obtain off-duty time during the hours when appropriate course work is scheduled at accessible institutions of higher education and (2) subsidize internship, scholarship, and sabbatical leave programs designed to provide more and better educated manpower for Illinois state and local governments.

II. INTRODUCTION

At the time of its appointment, Committee T was directed by the Board of Higher Education to assess the adequacy of undergraduate, graduate, and professional programs in the field of public administration within the state; to recommend courses of action designed to implement needed improvements in such programs; and to accommodate such programs to the future needs of the state and its people. This report has been prepared by the Committee in response to this charge.

The report relied upon three sources for the information underlying and supporting the recommendations contained herein. The first of these was the rapidly growing body of literature relating to education for careers in the public service. These included the U.S. Office of Education's *Graduate Study in Public Administration* (1961), the American Society for Public Administration's *Higher Education for Public Service* (1966), the Municipal Manpower Commission Report (1962), the deliberations of the University of Illinois' Assembly on Manpower for Illinois Governments (1968), and studies conducted of public service educational programs in states such as California (1968) and New York (1956). Supplementing this literature were special reports prepared for the Committee by the Chicago office of the U.S. Civil Service Commission, the Illinois Department of Personnel, the City of Chicago, and the Board of Higher Education's own staff.

The recommendations submitted herein are also based upon, and heavily supported by, testimony presented to the Committee at a series of public hearings at which college and university officials, practicing public administrators and governmental officials, and persons and organizations likely to have special insights into governmental manpower problems were invited to testify. Such hearings were held in Chicago, Springfield, and the East St. Louis area. These hearings were well attended and produced a considerable volume of written and oral testimony. Written statements presented for the Committee's consideration are on file in the Springfield offices of the Board of Higher Education.

Finally, the Committee's work was predicated heavily upon the public administration expertise and experience of its own membership. The firsthand experience of Committee members with the teaching and practice of public administration in Illinois reaches back over nearly fifty years of the state's history. This combined experience includes roles as students, researchers, teachers, practitioners, employing and training officers, and university program coordinators. Also included are service at all levels of government, duties in nonpublic and public institutions of higher education, work with such quasi-public groups as taxpayer organizations, and activities as concerned citizens. The Committee was thus reasonably representative of groups and persons who should be consulted about the subject under study.

Quite obviously, a substantially different type of report might have been forthcoming from a committee having a different orientation, membership, or information flow. While such a committee might have expressed itself in different words, added further thoughts, or found different priorities, the universality of support expressed during the public hearings for the Committee's proposed recommendations indicates, the Committee believes, that almost any study group in the field would concur with the fundamental recommendations offered herein.

Because of the interchangeability frequently accorded to the phrases "education in public administration" and "education for the public service," the Committee immediately found it necessary to define the scope of its concern. Government agencies today employ, for careers in the public service, persons from virtually every occupational and professional speciality.

Thus, every educational program, including those in secondary, vocational, collegiate, graduate, and professional education, is directly or indirectly involved in the preparation of persons for careers in the public service. While not eliminating this area from the scope of its concern, the Committee chose instead to focus its attention upon the competence or skills common to all governmental activities—skills in administration. The bulk of the Committee's attention was thus given to the public service's needs for competent administrators and to the role that institutions of higher education can fulfill in meeting these needs. Specifically, the Committee's concern centered, not upon the academic discipline of public administration, but upon that public administration education which concentrates upon the preparation of people for entry into and advancement within the public service. Thus, "education in public administration" as herein defined refers most specifically to that education which focuses upon administrative involvement in the formulation and the execution of government policy and upon those facets of governmental administration that involve what may be termed "management phenomena."

Some of these activities are common to all types of organized enterprise, business and social included, and particularly to those enterprises organized on a large scale. But whether unique to the public service or shared with all organized enterprises, the aspects of public administration training herein considered are highly conditioned by their environment—the conduct of matters under government sponsorship and in the name of the people.

Thus the type of public administrator with whom this report is primarily concerned has been envisioned as being employed in a governmental agency fulfilling a role either as a functional specialist or as a generalist whose expertise relates not so much to the skills of a particular mission as to the techniques of administration. Thus, the Committee defined its mission as focusing most specifically upon those educational activities designed to prepare so-called generalists—people who perform in a variety of administrative or quasi-administrative positions.

Chapter III of this report describes in some detail the nature of the public service's present and projected needs for persons with some training in public administration and allied fields. Further, by reflecting on the inadequacies of Illinois' present college and university training programs in the field of public administration, the chapter describes the corollary need for increased emphasis on education for public service careers. The discussion in Chapter III is predicated on, and further described in, the appendices of this report. Appendix A, a study of the manpower needs of governmental agencies in Illinois, provides further insights into the relative supply and demand for persons with an educational background in public administration. Appendices B, C, and D, respectively, describe existing public administration programs in Illinois colleges and universities, graduate programs of the same character throughout the United States, and the role of the four-year liberal arts college in public administration education. Appendices E and F describe the educational problems confronting a governmental personnel agency in the one case and an on-going federal program in the other.

Chapters IV and V of this report proceed to set forth the Committee's recommendations for action to meet government's manpower crisis. Chapter IV comments upon the need for new and expanded public administration programs in the state's colleges and universities and recommends that the Board of Higher Education establish a Commission on Education for the Public Service to help develop such programs. Chapter V proceeds to describe in detail specific actions that should be taken by the new Commission, by the Board itself, and by the Illinois General Assembly to improve the quality of public administration training in the state and to increase the number of qualified applicants for positions in the public service.

Finally, Appendix G concludes the report by reprinting Title IX of the Higher Education Act of 1965, Public Law 90-575, entitled "Education for the Public Service." This act marks a major step forward by the national government in recognizing the desirability of strengthened training programs for the local, state, and national public service. It authorizes grants and fellowships to improve in institutions of higher education the instruction given students who are preparing to enter public service and to attract such students to actual employment in that service at all levels of government. Provision is also made for grants to higher education institutions that, individually or jointly, participate in eligible programs. Eligibility is not defined in terms of public administration courses, but rather in terms of programs in which the qualifying object is education for the public service as such or for a profession or vocation for whose services the public service has a significant or continuing need. Passage of this act has been viewed as Congressional recognition of the urgency and the importance of the needs to which this report is addressed.

III. THE NEED FOR PUBLIC ADMINISTRATION EDUCATION

Simply stated, government's critical need for more and better educated manpower is absolutely irrefutable. Less publicly acknowledged, but as readily accepted in the field of public administration, is the need for the expansion, development, and improvement of educational programs designed to supply government's manpower needs. Although it runs the risk, then, of restating the obvious, this chapter attempts to define, discuss, and document these twin needs. Further and most important, it argues that these needs are particularly apparent in Illinois and that the existing Illinois efforts to meet them are inadequate to the point of embarrassment, if not negligence.

Needs exist at two levels. The first and most commonly discussed is at the college graduate or pre-entry level. Government's recruitment challenge in the decades ahead is one of staggering dimensions: not only is the total number of persons employed by government rapidly increasing (the number of persons employed by state and local governments is currently doubling approximately every ten years) but so too is the precentage of governmental employees holding positions listed as professional, administrative, or technical in nature (i.e., positions generally requiring education at the college or university level).

In Illinois, government's demand for educated manpower is readily apparent. Testimony before Committee T revealed that, for example, there are employed in the City of Chicago alone 45,000 city employees,[1] 18,000 state employees, and 28,000 federal employees,[2] for a total of 91,000 persons. Other testimony revealed that an additional 10,000 persons are employed by the State of Illinois in the state capital, county of Sangamon,[3] and that there are over 2,000 local government employees, 4,000 state government employees, and 10,000 federal government employees in the three Illinois counties which are a part of the St. Louis metropolitan area.[4] All told, state and local governments in Illinois employed over 351,000 persons in 1965, and the number has grown rapidly since.

Although the simple task of maintaining this level of qualified governmental employment would be imposing, even more imposing is the prospect of meeting the immediate demands for employees to fill new positions in rapidly expanding governmental agencies. In Illinois alone, for example, state and local government employment is expected to increase from its present level of 351,800 in 1965 to a projected 501,300 by 1975.[5] The employment of persons in noneducational positions is expected to increase even more sharply, going from 183,600 in 1965 to a projected 272,600 by 1975. Stated in its most stark terms, Illinois governments will have to recruit, annually, approximately 13,600 new employees qualified to fill professional, administrative, and technical positions, if they are to meet their manpower needs.[6]

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[1] Statement to the Board of Higher Education, Committee T, by Dr. Charles A. Pounian, Personnel Director, Chicago Civil Service Commission, October 2, 1968.

[2] Statement of the University of Illinois to the Board of Higher Education, Committee T, by Dr. Elden L. Johnson, September 13, 1968.

[3] Statement of the Springfield Committee for Higher Education to the Board of Higher Education, Committee T, by George C. Hoffman, September 18, 1968.

[4] Statement of the East-West Gateway Coordinating Council to the Board of Higher Education, Committee T, by Eugene G. Moody, September 18, 1968.

[5] See Appendix A.

[6] See Appendix A.

Unfortunately, the gap between the needs of the public service for men and women trained to hold professional, administrative, and technical positions, and the supply of such personnel available is very considerable. Data such as those presented above led a statewide Assembly on Manpower for Illinois Governments, held early in 1968, to conclude, as does the Committee, that:

> The tremendous expansion of state-local government operations in recent years and projections of future growth indicate these governmental units are presently and will continue to be confronted with a serious manpower problem.

The situation becomes even more disconcerting when the picture is narrowed to include only the demand and supply for persons trained in public administration. In a report prepared for the Committee, the Chicago region of the U.S. Civil Service Commission estimated that, for the 1969 fiscal year, there would be 500 openings in the federal government alone for persons with a master's degree in public administration within the State of Illinois. Yet, according to figures compiled by the Board of Higher Education, all Illinois universities, nonpublic as well as public, together graduated no more than an average of five persons per year with a master's degree in public administration between the years 1960 and 1967. Further, although Illinois ranks as one of the nation's largest states, its colleges and universities, nonpublic as well as public, graduated only four of the 582 students who, during the 1964-65 academic year, received masters' degrees in public administration from colleges and universities in the United States. When the needs of state and local governments for persons trained in public administration are added to the federal government's needs as presented above, the degree to which Illinois is seen to be failing in its efforts in this sector becomes quite apparent.

Indeed, the following conclusion is inescapable: Illinois' system of higher educaton is not coming anywhere near adequately meeting government's need for graduates trained in administration. Since they tend to rely principally upon local colleges and universities to meet their manpower needs, Illinois state and local governments are particularly handicapped by this failure.

The second level at which educational needs exist in the State of Illinois is at the mid-career or executive development level. As a report recently prepared for the Carnegie Corporation pointed out:

> Clearly, the universities have yet to make more than a miniscule contribution to the refurbishing of the intellectual, professional, technical, and management capabilities of senior officers, especially in state and local governments.[7]

More to the point, the Illinois record on executive development education for public administrators and governmental employees is particularly undistinguished. As page 29 of Appendix B of this report notes:

> From a state vantage point, the availability of special education programs for those in the public service, whether in a career or noncareer capacity, appears to lack sufficiency in terms of both quantity and cohesiveness. Much needs to be done, both in stimulating more programming of this type and in coordinating the programming that is provided. In particular, the state badly needs some form of organized, mid-career educational program for public servants . . . there is a total absence of adequate programming for the mid-career education of professional public servants.

The discussion in Appendix E of this report constitutes a call that must not go unheeded for cooperative action, involving both public employers and institutions of higher education, to provide for the training needs of the employees of state and local governments in Illinois.

What is needed in Illinois, then, is a coherent system of education, involving all levels of higher education, which will more nearly meet government's need for professional, administrative, and technical manpower, and which will provide maximum training opportunities for career advancement for all public employees within the state. Unless the present gap between the supply of, and demand for, manpower is narrowed, inadequacies in the quality with which public services are rendered will inevitably result.

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[7] John C. Honey, "Higher Education for the Public Service," a report prepared for the Carnegie Corporation by the American Society for Public Administration, November, 1966. Reprinted in the *Public Administration Review*, November, 1967, pp. 294-321.

Not only is higher education in Illinois failing to meet the quantitative challenge in preparing students for careers in the public service, but there is also a growing feeling that, nationally as well as locally, higher education is failing to meet the qualitative aspects of this challenge as well. This problem is two-dimensional in scope.

On the one hand, there is the feeling frequently expressed by academicians and practitioners of public administration that academic programs in public administration have been both too few in number and too undernourished in terms of material support. As Henry Reining, Dean of the Von Klein-Smid Center of International and Public Affairs at the University of Southern California, has noted:

> There are at least a few schools of public administration around the country which *are* reaching the larger university community, which *are* responding quantitatively to the need for graduates, and the faculties of which do have practical experience . . . . the problem is that there are not nearly enough such schools and that all of them need buttressing.[8]

Sought by those who wish to "buttress" existing and newly formulated academic programs in public administration is support both for fellowship programs which can help attract a greater quantity and a better quality of student for training for public service careers and funds to promote academic research and experimentation in instructional methodologies. In its report for the Carnegie Corporation, the American Society for Public Administration recommended the following proposals for immediate action:

> A. The establishment of a National Commission on Public Service Education to exert broad leadership in meeting the needs of governments for educated manpower.
>
> B. A substantial fellowship program (perhaps initially 2,500 a year) for graduate students who are preparing for public service at the master's and doctorate levels and also including preparation for professional degrees.
>
> C. Internship programs to operate at federal, state and local levels for graduate students and advanced undergraduates preparing for public service careers.
>
> D. A special fellowship program for those planning to become teachers in schools and programs of public administration and public affairs.
>
> E. A program to provide opportunities for practical governmental experience to university faculty engaged in public affairs teaching and research.
>
> F. A program of assistance to universities for public affairs curricular experimentation and development.
>
> G. Support for university personnel engaged in research on governmental and public affairs issues.
>
> H. Support from federal, state, and local governments, as well as from private industry, for the provision of facilities to schools and programs of public administration and public affairs.
>
> I. The establishment of an advisory service for new public affairs programs and the development of personnel rosters to provide current information on experienced graduates of schools of public administration and public affairs.[9]

In short, what the academicians and the practitioners in the field of public administration are asking is that governmental support, from public funds, be provided for the training of governmental administrators on a level or in a manner commensurate with the support now being provided, from public funds, for the training of educational administrators or, from private funds, for the training of

[8] Henry Reining, "A Reversal of Emphasis," a commentary on the "Honey Report" (footnote #7) published in the *Public Administration Review*, November, 1967, pp. 334-367 at p. 336.

[9] Honey, *op. cit.*, pp. 319-320.

business administrators. In a society which is being increasingly served by governmental programs, and regulated by governmental agencies, this indeed seems to be a moderate request.

The other dimension of concern over the qualitative aspects of public administration education is that relating to the content of that education itself. Questions of content were continually being raised in the reactions of academicians and practitioners in public administration to the previously mentioned ASPA report to the Carnegie Corporation:

> Not only must more students be reached by public affairs educational programs, but public affairs work must be made more germane to the needs of government agencies as well.[10]
>
> The greatest challenge for public administration and for American society today is in the future of the cities. Most administrators in the cities are specialized by function and by vocation and are ill-equipped to view the urban problem as a whole. This specialization begins and is continually being deepened in the universities. It is time to reexamine the universities as a whole to develop means whereby they can strengthen their research and educational programs in more effective response to the urban challenge.[11]

Such statements represent only the visible tip of an iceberg-sized concern over the content of public administration training efforts. Included within the scope of this concern are questions relating to the content of public administration courses, the focus of educational concern, the methodology used in presenting such materials, and even the appropriate vehicle through which educational programs should be provided: should they be a responsibility of the junior college, the four-year college, the graduate school, the separate professional schools, or some combination of these vehicles? In short, there is considerable ferment within the academic field of public administration, a ferment which is seeking answers to questions concerning the optimum methods of preparing persons for careers in the public service.

In formulating its recommendations, the Committee has recognized the quantitative and qualitative needs described above and has taken cognizance of the professional ferment or debate regarding the methodology that should be employed in meeting these needs. The Committee's recommendations have not been intended to reflect judgments upon the relative merit of different positions taken in these debates; they reflect, rather, the Committee's best judgment about the most expeditious manner of harnessing Illinois' educational resources to the task of meeting the governmental manpower crisis extant in the state, and they seek to establish an institutionalized framework capable of considering and resolving policy and procedural questions as they arise. It is specifically to the achievement of these two goals that the recommendations presented in the following chapters are directed.

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[10] James M. Banovetz, "Needed: New Expertise in Public Administration," *Public Administration Review*, November, 1967, pp. 321-324 at p. 323.

[11] Frederick C. Mosher, "The Universities and the Problem of the Cities," *Public Administration Review*, November, 1967, pp. 325-328 at p. 325.

IV. THE URGENT NEEDS

Testimony presented to the Committee during its three days of public hearings left no room for doubt about the urgency of the need for an immediate, large-scale multiplication of the number of persons who must be prepared for professional and administrative careers in the public service or about the failure of Illinois higher education to meet this need. Speaking for Peoria's City Manager, Leonard H. Caro, for example, Henry Holling urged the Committee to recall the 1962 admonition of the Municipal Manpower Commission that, "serious shortages of [administrative, professional, and technical] personnel are rapidly intensified by the growing demand for such manpower and by the inadequacies of the educational programs designed to meet present and future needs."[12] Mr. Holling then went on to note the lateness of the hour in terms of meeting government manpower needs and to caution that actions to remedy this situation were of the "utmost urgency."[13]

In their testimony, the state's college and university educators also acknowledged the problem and the need for statewide efforts to resolve it. Dr. R. R. Bond of Illinois State University, for example, told the Committee that:

> The manpower studies from the University of Illinois and elsewhere document such a dearth of professionally trained public administrators and such a low production of them in the state that it will doubtless be necessary to enlist the services of virtually all the institutions in the state to meet the shortage.[14]

It is upon the needs thus demonstrated and the climate of opinion thus existing that the Committee formulated its recommendations. These recommendations are viewed as belonging to two separate magnitudes: the first two recommendations, labeled herein as "the urgent needs," have been singled out for separate treatment only because they are addressed to the totality of the problem itself; the second set of recommendations, presented in Chapter V under the heading "An Action Program," are no less urgently needed in and of themselves, but they individually deal with specific components of the overall problem.

It is the Committee's conclusion that the Board of Higher Education must undertake an immediate expansion of programs in the state designed to prepare students for careers in the public service and that a special advisory commission, a "Commission on Education for the Public Service," be established by the Board to advise and to assist the Board in coordinating the state's overall efforts in this direction. Accordingly, the Committee wishes to make the following two recommendations:

1. The Committee recommends that the Board of Higher Education direct colleges and universities in Illinois to develop and to expand educational programs designed to prepare students for careers in the public service. This development should include the expansion of graduate-level, preprofessional programs in public administration in those universities where they now exist; the establishment of such programs in universities where they do not now exist; and the expansion of undergraduate course offerings in public administration.

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[12] Municipal Manpower Commission, *Governmental Manpower for Tomorrow's Cities* (New York: McGraw-Hill Book Company, Inc., 1962), p. 54.

[13] Statement of the City of Peoria to the Board of Higher Education, Committee T, by Henry W. Holling, September 13, 1968.

[14] Statement of Illinois State University to the Board of Higher Education, Committee T, by Dr. R. R. Bond, September 13, 1968.

As Dean Bond of Illinois State University indicated to the Committee, a serious imbalance between supply and demand in the governmental job market can be remedied only by concerted effort of all institutions of higher education in the state. This effort should include universities, colleges, and junior colleges; it should encompass public as well as nonpublic institutions of higher education; and it should be made in all geographic sectors of the state, and most particularly in the Chicago metropolitan area, which has one of the largest concentrations of public employees in the United States. The need for the geographic distribution of these educational programs was particularly impressed upon the Committee in testimony presented by the Illinois Department of Labor. That testimony said, in part:

> Courses leading to a master's degree in public administration should be offered by the University of Illinois at Chicago Circle Campus, in other areas of the state, and by other universities and colleges in the Chicago area.[15]

As Appendix B indicates, Illinois does not now have adequate educational programs in the field of public administration. Quoting from that report:

> None of the nation's leading centers in public affairs education is located in, or near, the state's borders. To be sure, there are programs in public administration in the state, but these tend to be relatively few in number, small by comparison with many of their peers elsewhere in the country, and, in most cases, lacking significant institutional priority, emphasis, or support.[16]

It would appear fairly obvious that, for the most part, specialized professional training for public service careers is the principal responsibility of the university. Yet, only one public university in Illinois, the University of Illinois at Urbana, currently offers the nationally recognized degree, Master of Public Administration (M.P.A.). Only three such programs are even available to students in the state: besides the University of Illinois program, M.P.A. degrees are offered by Roosevelt University and the Illinois Institute of Technology.

Yet, despite the fact that professional training is best suited to the university, there is a definite role to be played by both the liberal arts college and the junior or community college. As Appendix D points out:

> The four-year liberal arts or arts and sciences college (whether public or nonpublic, whether an independent college or part of a university) is in a position to make definite contributions to the interest in and training for the public service.

Appendix D further notes that the liberal arts college can make its definite contribution through its:

a. ability to provide academic basis and guide the undergraduate student (including the minority student) at the public service as a career.

b. flexibility in working out in-service and extension training plans.

c. close relationship with the problems of the small and medium-sized city.

d. ability to expand programs through inter-institutional cooperation and use of federal and state funds.[17]

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[15] Statement of the Illinois Department of Labor to the Board of Higher Education, Committee T, by Samuel E. Bernstein, September 11, 1968.

[16] Appendix B.

[17] Appendix D.

The junior or community college, too, can play a number of very definite roles in providing students for careers in the public service. As Dr. Edward J. Sabol, President of Saul Valley College, told the Committee:

> It should be of special interest to colleges and universities that the community college has a unique opportunity to recruit young people for public service, especially among the less-advantaged students. Sociological studies have shown that those who enter public service and who are successful in government positions come in large measure from families of less than average income. The community college is especially capable of reaching these students and is already being selected by many of them for education beyond high school. With the cooperation which already exists between the community colleges and the four-year campuses in setting up articulation programs for prospective transfers, it is possible that large numbers can be recruited for those programs that require education beyond what the community college offers.[18]

The Committee also recognized, as Appendix C suggests, that many different approaches can be and have been taken by different colleges and universities in organizing academic programs in public administration and related fields. Such programs are, for example, sometimes established within departments of political science, sometimes in separate schools of public administration or public affairs, sometimes within schools of business, or sometimes within schools of administration. Testimony before the Committee indicated that Illinois universities considering the establishment of public administration programs are also looking to a variety of institutional approaches for that purpose. Northern Illinois University, for example, is considering the establishment of a public administration program within its Political Science Department[19] while Kenneth H. Myers, Dean of the Division of Business of Southern Illinois University, Edwardsville, mentioned that his division is considering a broadening of its mission to include public administration training.[20] The Committee has taken no position with regard to a preferred institutional format, concluding, as has the Council on Graduate Education for Public Administration in its frequent discussions of this point, that each institution must find an organizational pattern most workable in its particular framework. The important point is that public administration programs be developed to prepare students for professional careers in the public service and not that such programs be established within any particular pattern of institutional organization.

It is thus the Committee's conclusion that the Illinois Board of Higher Education should take the initiative in directing that Illinois colleges and universities move immediately to establish programs designed to alleviate the current imbalance between demand and supply for professional and administrative employees in the governmental manpower market.

2. The Committee recommends that the Board of Higher Education establish a continuing advisory committee, in the nature of a Commission on Education for the Public Service, to compile information on the personnel and training needs of governmental agencies in Illinois; to advise the Board with regard to existing, proposed, and needed educational programs concerned with the administrative and policy-making processes of government for present and prospective public employees in the state; and to act in various liaison and stimulative capacities to insure maximum cooperation among governmental agencies, public employees and their professional associations, and public and nonpublic institutions of higher education.

The development and operation of a statewide program commensurate to the needs to be met quite obviously is not a task that can be accomplished by a single action or a single series of actions; nor can the responsibility for such a program be discharged over a short period of time. The task is, rather, one that will never be completely finished; nor will there ever be an end to the need for making continuing evaluations and refinements in the programs being administered. While ultimate responsibility for this oversight must inevitably reside in the Illinois Board of Higher Education, the Committee strongly recommends that the Board should establish a special advisory committee to assist it in the discharge of these obligations.

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[18] Statement of Sauk Valley College to the Board of Higher Education, Committee T, by President Edward J. Sabol, September 13, 1968.

[19] Statement of Northern Illinois University to the Board of Higher Education, Committee T, by Dr. Daniel Wit, September 13, 1968.

[20] Statement of the Division of Business, Southern Illinois University, Edwardsville, to the Board of Higher Education, Committee T, by Dean Kenneth H. Myers, September 18, 1968.

Accordingly, the Committee recommends that the Board establish a special advisory body, a Commission on Education for the Public Service, which would:

a. assist the Board of Higher Education in developing and implementing programs for better public administration education in the state;

b. provide aid, assistance, and technical advice to colleges and universities attempting to develop educational programs in public administration and related fields or to upgrade existing programs;

c. encourage colleges and universities in the state to coordinate their public service educational programs with those of other institutions of higher education, seeking thereby to encourage maximum utilization of state resources and facilities in this field, to provide a maximum range of educational opportunities for students in all parts of the state, and otherwise to seek to promote a coordinated, comprehensive statewide effort to meet the manpower problems of governmental agencies in the state and nation;

d. arrange an annual state conference on education for public administration, with the goal of pooling ideas and perspectives relative to education for the public service and encouraging the development of programs aimed at accomplishing the Board's goals relative to education for the public service in Illinois;

e. compile and coordinate information on the demand for trained personnel by governmental agencies in the state, the available supply of such personnel, and various aspects of needed training programs;

f. advise the Board with regard to special studies that should be undertaken, other action that seems required, and progress being achieved; and

g. act in various liaison and stimulative capacities to insure maximum cooperation among governmental agencies, public employees and their organizations, and institutions of higher education, both public and nonpublic.

The Commission would be in the nature of a technical committee of the Board of Higher Education. Thus the Commission's members and chairman should be appointed by the Board. While the Committee would prefer that the Commission report directly to the Board, it also recognizes that the Board may prefer to develop an overall committee system in which some such groups are actually subcommittees, reporting through a larger group.

The proposal to recommend that the Board of Higher Education appoint such a Commission met with widespread approval by persons and organizations testifying before the Committee. Typical, for example, were the following comments:

> The establishment of an Illinois [Commission] on Education for Public Administration is a highly significant proposal, especially in view of the paucity of adequate programs in this field outside of the East and California. Coming from a leading state in the Midwest, it parallels a proposal made by the American Society for Public Administration for a National Commission on Public Service Education. If, in fact, a national commission is to function effectively, its members will receive their wisest guidance and example from a statewide conference such as that proposed by Committee T.[21]

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[21] Statement of Western Illinois University to the Board of Higher Education, Committee T.

> We endorse the creation of an Illinois [Commission] on Education for Public Administration. The increasing demands placed on the talents of public administrators also increase the need for adequate training in a variety of fields from street maintenance methods to human development programs. A centralized Illinois reference, training, and information service is a logical step in meeting the current demand.[22]

> We agree that a working committee or conference on Education for Public Administration should be established to advise both public bodies and institutions of higher education on the demand for public administrative personnel, supply of trained personnel, curriculum, and any other subjects germane to the training of public administrators.[23]

This recommendation also received the strong support of the Illinois Department of Personnel, which in its testimony suggested that such a Commission could be an important factor in encouraging uniformity among the curricula of various educational institutions, in relating academic with job-related training in such programs, and in encouraging more students to enter the public service.[24] The only dissenting voice raised to this recommendation supported the need for such an agency, but suggested that the Board of Higher Education should delegate these responsibilities to the existing Community Service and Continuing Education Council.[25]

Such a Commission might well consist of approximately twelve members, representing, in equal proportions, educators in the field of public administration, career public administrators from different levels of government, and lay citizens having an interest in improved public personnel performance. A three-year, overlapping term of office, with four members retiring annually, would seem a desirable way of providing continuity of effort while allowing membership changes calculated to bring new insights into the Commission's work from time to time. The first members would, thus, serve for terms of one, two, or three years each; subsequent appointments except to fill a vacancy would be for the full term of three years. Commission members should receive reimbursement for expenses incurred in connection with their duties but not a stipend or other compensation. The Commission should ordinarily meet at least once each quarter and should receive appropriate assistance from the regular staff of the Board of Higher Education. It should, finally, present an annual report to the Board of Higher Education summarizing the status and accomplishments of on-going efforts to meet governmental demands for administrative manpower and mid-career educational programs for public servants.

Such a commission will have an immediate utility for the Board of Higher Education by helping it implement and supplement the recommendations contained subsequently in this report.

In summary, it is the Committee's conviction that the execution of these two recommendations by the Illinois Board of Higher Education will make a substantial contribution to the fulfillment of the task of mobilizing Illinois' resources to meet the challenge of governmental manpower problems. Further, the achievement of these recommendations will assure maximum accomplishment from the implementation of the action recommendations presented in the next chapter.

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[22] Statement of the City of Peoria, *op. cit.*

[23] Statement of the Illinois Department of Labor, *op. cit.*

[24] Statement of the Illinois Department of Personnel to the Board of Higher Education, Committee T, by Director Miriam Ringo, September 13, 1968.

[25] Statement of Vice-President O. W. Snarr of Bradley University to the Board of Higher Education, Committee T, September 13, 1968.

V. AN ACTION PROGRAM

To supplement the basic recommendations presented in the preceding chapter, to chart an initial course of action for the proposed Commission on Education for the Public Service, and to emphasize actions for which the need is most urgent, the Committee proposes the following twelve recommendations for consideration by the Illinois Board of Higher Education. It is the Committee's feeling that these recommendations require the earliest possible execution so that higher education in Illinois can begin to meet, in a much more adequate and satisfactory manner, the public sector's need for qualified administrative manpower. Each of the following recommendations is designed to help resolve, in a specific way, a particular problem currently confronting education in public administration and allied fields.

3. The proposed Commission on Education for the Public Service should give early attention to the establishment and maintenance of statewide standards for a professionally oriented core program in public administration which, while taught at different institutions in different forms, will satisfactorily cover all basic elements.

The traditional public administration curriculum continues to concentrate upon problems of organization and management in the executive branch and, further, to give special attention to public personnel and financial administration. More recently, however, there has been a growing feeling within the discipline that training programs should be broadened to include a number of other subjects, particularly analyses of the public policy formulation process and of administrative research methodology. These subjects are basic to a wide range of other coverage discussed in Appendix C of this report.

Since there is already considerable similarity in the course requirements of universities offering specialized programs in public administration, since all such programs stress the preparation of men and women for the public service (the primary orientation of this report), and since the establishment of formal standards could contribute significantly both to the quality of public administration programs and to the attractiveness of such programs to students, the Committee feels that such standards, if established, would do much to advance the public administration educational efforts in the state. Specifically, such standardization would have the following advantages:

a. It would facilitate interinstitutional transfers of academic credit for those students who are pursuing graduate degrees on a part-time basis while working full time for a government agency. At present, such students, when transferred by their employing agency, frequently find it difficult or impossible to complete their education in another institution.

b. The existence of such standards would facilitate the efforts of those colleges and universities seeking to establish new educational programs, either at the pre-service or mid-career level.

c. Standardized program content would also provide prospective employers with better expectations about the knowledge and skills which they should expect the public administration graduate to possess.

d. Most important, such standards would help assure minimum, acceptable levels of quality in the educational programs offered by individual institutions of higher education.

Program standardization need not, and should not, require program uniformity from institution to institution throughout the state. Rather, such standardization should seek to formalize and to regularize the common elements now found in such programs, while continuing to allow sufficient program flexibility to permit individual institutions to develop their own special program emphases.

The establishment of such standards, furthermore, would be consistent with actions now being considered on a national level by the Council on Graduate Education for Public Administration of the American Society for Public Administration.

4. The proposed Commission should encourage the universities in the state to develop cooperative programs of instruction, reasonable similarity of curricula, sharing of faculty, and the ready transfer of credits from one public administration program to another. The Commission should also promote the development of a consortium of universities which would conduct a joint program of education in public administration.

Excessive separation in developing public administration offerings can be unduly inefficient in terms of costs for the institutions participating and insufficiently effective in meeting problems of the students enrolled. Public administration teaching resources, of both faculty and materials, are scarce and likely to remain so for a long time to come. Even when these are available, the normal pressures upon institutions of higher education to devote their major efforts at the graduate level to full-time graduate students means that faculty competent to undertake assignments in connection with programs that are more vocational and "practical" in nature are likely to avoid such duties.

It will obviously be desirable, accordingly, for institutions having faculty with special competence to make maximum use of such personnel. Thus, for example, if three master's degree programs are being conducted in central Illinois—at Sangamon State in Springfield, Illinois State at Normal, and the University of Illinois in Urbana—it would be extremely wasteful of resources if the means were not found to facilitate cooperative use of teaching manpower. This situation would be true also in other parts of the state where special competences needed in public administration exist or where special competence can be recruited from outside the area but cannot be utilized to full effectiveness by a single institution.

Reasonable standardization of curricula and ready transfer of credits among institutions are requisite if students in the program are not to find their training goals frustrated as their geographical work assignments undergo change or as they move from one public employer to another within the state. Indeed, more than most other professions, public administration often has an in-and-out-of-school preparation. Many governmental administrators, especially in state and local government, advance up the career ladder by supplementing their pre-entry formal education, often two or four years of college work, with additional college and university work on a part-time evening or extension basis. Many of them are interested in pursuing graduate degrees in public administration or allied fields, but the three years normally required to complete such a graduate program on a part-time basis poses a major obstacle for the mobile public servant who must consider the likelihood of a geographical transfer during the middle of his studies. A profession with this kind of career pattern, and with this level of individual mobility, needs a response from the universities different from the usual insistence upon maximum residency and difficult transfer of credit requirements which now characterize most master's level programs.

The Committee is not presently prepared to offer detailed suggestions about how the needed cooperative effort in these matters can be obtained, but several alternatives are evident. Although neither leadership by a single institution nor compelled action by the Board of Higher Education would seem to be the answer in achieving such cooperation, grant-in-aid programs or priority listings developed by the Board might well make positive contributions toward this end. The best combination of individual institutional initiative and coordinated cooperation, in any event, is most likely to be found through the study of the subject by the proposed Commission on Education for the Public Service.

Recommendations relating to the development of standards and commonalty of curriculum were endorsed by all those who discussed these matters in their testimony before the Committee and were most strongly recommended by the Illinois Department of Personnel.[26]

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[26] Statement of the Illinois Department of Personnel, *op. cit.*

5. College and university counseling and placement services should give special emphasis to career opportunities in the public service, especially when working with students from less-advantaged backgrounds. The proposed Commission should assume the responsibility for improving career counseling and job placement activities by increasing the flow of information about public service careers to counseling and placement officers and by helping public employers adapt their recruitment procedures to the current job market for college graduates.

It is unrealistic to expect that all future public servants will be trained in undergraduate or graduate programs in public administration; many students have entered, and will continue to enter, public service upon completion of their studies in other academic disciplines and in other professional educational programs. To achieve maximum success in preparing students for careers in the public service, therefore, colleges and universities must not only improve their academic programming in public administration and related fields but also intensify their efforts to interest and to place other students in career positions with government agencies.

It is not enough for college and university counseling and placement services to make literature available on career opportunities in the public service. These agencies must make continuous efforts to familiarize themselves thoroughly with these career opportunities and with the changing nature of the job market in governmental employment; and they must furthermore make continuous positive efforts to call such job opportunities to the attention of their students and to facilitate and encourage student placement efforts with governmental employers. In particular, college and university counseling and placement offices should attempt to familiarize two distinct groups of students with public service career opportunities: students of unusual ability, since the expanding importance of government in the nation's society requires top-quality administrative personnel, and students from less-advantaged backgrounds, since public service career opportunities have proven to be particularly attractive to such students.

Not only must college counseling and placement offices make greater efforts to encourage student interest in careers in the public service, but so too must public empoyers themselves intensify and modernize their own recruitment efforts if college and university programs are to have maximum effectiveness in providing manpower for governmental agencies. Under civil service laws, there are frequently delays between the time an eligible student is examined and the date on which he can receive a job offer. For at least students with above-average merit, means must be found for making a firm position offer before college graduation time. In positions to which a formal merit system does not apply, there must, comparably, be an adaptation of patronage and related practices to the desirability of recruiting young persons who are especially meritorious.

It is beyond this committee's assignment to tender suggestions to the many public bodies of Illinois concerning how the needed recruitment accommodations can be placed into effect. Clearly, however, the counseling and placement services in institutions of higher education can both help in motivating more students to consider public employment as a career and assist governmental bodies in the procedural improvements necessary to enhance recruiting efforts. These activities can be particularly productive when they are encouraged, promoted, and assisted by the proposed Commission on Education for the Public Service.

6. Junior colleges should be encouraged to develop programs at the subbaccalaureate level for those wishing subprofessional and paraprofessional careers in the public service, but they should not be encouraged to develop public administration courses as a part of their regular liberal arts curricula. The proposed Commission should act in an advisory capacity to assist junior colleges in the development of meaningful educational programs related to the manpower needs of the public service.

The rapidly developing junior colleges of Illinois are meeting important community needs, including those for vocational training. Preparation for various lower-level posts in the public service and specialized training for particular jobs at higher levels are appropriate endeavors for junior colleges where needs exist and resources to meet those needs are available. The Chicago junior college district may be noted as one which has been especially active with regard to public service training.

It would be unfortunate, however, if the junior colleges set their goals too high and attempted to incorporate into their offerings courses of upper-division university grade. What should be advanced courses would in such instances quite likely be oversimplified and fragmented. It is suggested that junior colleges, faced with requests for intensive upper-level instruction in public administration or seeing needs for such instruction even before applications are made to them, follow a policy of consulting with nearby senior institutions and with the proposed Commission. The goal should be one of having the instruction made available by an institution facing fewer problems in assuring the maintenance of standards basic to professional careers.

Subject to this limitation, however, the Committee firmly believes that the junior colleges should be given every encouragement to utilize their particular resources and expertise in furtherance of the statewide objective of developing meaningful educational programs related to the manpower needs of the public service. Reference has already been made, in this respect, to the testimony presented to the Committee by President Edward Sabol of Sauk Valley College.[27] Additional testimony in this regard was presented by the Illinois Council of Public Community College Presidents:

> In carrying out [the] responsibilities as delineated both by the legal documents which support the junior colleges and by the philosophical commitment of the various junior college administrators, it is entirely appropriate that these colleges become involved with the preparation of courses and curriculums leading to specific occupational goals within the public services area. In fact, such curriculums are being developed, witness the rise of courses in the training of police personnel, fire fighting personnel, nursing home administrators, public health personnel, municipal management, and others. Such programs do not require the achievement of a baccalaureate degree for completion and are appropriate to the mission of the community colleges. . . . Energies should be expended toward identifying such curriculums that would encourage students not destined to the baccalaureate degree, to enroll in such programs.[28]

The Committee suggests that the proposed Commission assist in the identification of those public service "occupational specifications that could be met by training programs at less than the baccalaureate degree level."[29]

7. The four-year nonpublic colleges should inspire their students to consider public service careers by offering basic courses in public administration and allied fields, by familiarizing them with career opportunities, and by encouraging them to undertake advanced work in public administration.

The same possibilities for inadequately fruitful effort that exist when a junior college endeavors to offer a program beyond its teaching capacity can arise when liberal arts colleges attempt highly specialized offerings. It is desirable that all or most colleges offer one or a few basic courses in the field of public administration so that their students may sample the subject matter and may obtain the values that the course content has even for the ordinary citizen. Only rarely, however, can a four-year college expect to be able to establish and to maintain a well-rounded public administration curriculum. The institution's resources, accordingly, would ordinarily best be utilized in this field by underwriting the basic courses and noting opportunities elsewhere for those students who desire advanced work in public administration.

8. The four-year nonpublic colleges should be encouraged to make their maximum contribution to public service education by supplementing their regular curricula and career counseling programs with summer and evening classes in public administration and by cooperating with each other in the development and the execution of special degree- and nondegree-oriented programs focusing on public service. The proposed Commission should promote such interinstitutional cooperation and should facilitate it by encouraging and arranging the exchange of faculty members who have special training or experience in public administration, governmental service, and allied fields.

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[27] See Chapter IV.

[28] Statement of the Illinois Council of Public Community College Presidents to the Board of Higher Education, Committee T, by Chairman Rodney Berg, September 16, 1968. Dr. Berg is also President of College of DuPage.

[29] *Ibid.*

Staff and space limitations, along with the necessity for tight budgeting of resources, seem to pose particular problems for the four-year nonpublic colleges when considering participation in programs of public service education. For these reasons alone, it is not realistic to expect any considerable expansion of such efforts by these colleges unless additional financing is provided. Even so, it would be unfortunate for their basic attention to be diverted from providing a good liberal arts education.

At the same time, however, these institutions have a considerable investment in their physical plants; and these are, at certain times such as in the evenings and during the summers, incompletely utilized. Thus, it may be feasible for more four-year colleges to become involved in evening programs and summer institutes for public employees, particularly for those institutions located within convenient access for appreciable numbers of public employees. Likewise, governmental agencies financing training programs should, wherever practicable, seek the assistance of liberal arts colleges in maintaining quality in-service training programs.

Four-year nonpublic colleges, both individually and with the assistance of graduate institutions, should make every effort to increase their involvement in improving the public service. Further discussion of their capabilities and their potential for meaningful involvement in this effort is presented in Appendix D of this report.

9. The new Sangamon State University of Springfield should establish a graduate program leading to the master's degree in public administration as one of its first efforts. Encouragement should be given to the use of faculty from other institutions and qualified state employees for teaching assignments. The existing University of Illinois public administration program in Springfield should be phased out as the Sangamon State University program is initiated. The phasing out should begin, hopefully, in 1973 and be completed no later than two years thereafter.

A primary factor motivating the creation of Sangamon State University as a senior college at the state's capital was expansion of educational opportunities available to employees of the state and their families. The first objective of the new institution will, necessarily, be development of its instructional curricula for the junior and senior years, since the bulk of its enrollment is expected to enter as transfers from junior colleges. It should, however, be practicable to accept full-time graduate students by the beginning of the third year of operations, in the fall of 1972, after the first undergraduate class has received its degrees. Assuming a one-year program for a master's degree in public administration, the first such degrees could be awarded a year later, in June, 1973, according to the timetable now in sight. To assure and to increase the quality of its graduate program, the University should also utilize, where possible and necessary, faculty from other colleges and universities and qualified state employees for teaching assignments.

The general needs of Illinois for more trained administrators, the strategic location of Sangamon State University in terms of an interested student potential, and an abundance of facilities for practical training and job placement combine to suggest that public administration training should have the highest priority in the institution's graduate offerings. Sangamon State University, in recruiting its teaching staff, must consider the future as well as the immediate role of that staff and should accordingly give special emphasis to the employment of teachers who would give the university the capability of offering senior and graduate level courses in public administration. Likewise, attention should be given to staffing for such public administration supportive fields as public finance, governmental accounting, statistics, and administrative law.

When inaugurating the public administration degree program, Sangamon State University may well wish for a time to draw very materially on help from the University of Illinois, which has had an extension program of this type in operation at Springfield for two decades. There will, moreover, be instances in which students who started in the program under University of Illinois auspices will be completing their studies as students of Sangamon State University. The two institutions will need to work together to insure a smooth transition both instructionally and in determining which students should have their degrees awarded by the University of Illinois or which should be transferred to candidacy at Sangamon State University.

The phasing out of the Springfield aspects of the University of Illinois public administration program should begin in late 1972 or early 1973 and end, it would be hoped, no later than June, 1974. This change, of course, should not affect adversely the balance of that university's efforts in the field. Indeed, the University of Illinois and other state universities need to expand their public administration training activities both on-campus and at appropriate extramural locations not offering such work through resident study institutions.

This recommendation acknowledged and is built upon the concept, widely accepted generally and specifically approved by Sangamon State University's governing body, the Board of Regents, that a primary mission of Sangamon State University be the preparation of students for careers in the public service. Further strong support for this recommendation was expressed in testimony before the Committee by the Springfield Committee for Higher Education.[30] The University of Illinois, Urbana, also concurs in the recommendation that responsibility for graduate training in public administration in Springfield be transferred from its present extension program to the new program proposed for Sangamon State University.[31]

10. A program leading to the degree of Doctor of Public Administration should be initiated by 1975—or as soon thereafter as possible—by Sangamon State University. The proposed Commission should consider the establishment of a consortium of universities—public and nonpublic—to offer courses leading toward the D.P.A. degree in all sections of the state.

The ordinary degrees awarded after graduate study in public administration are the Master of Arts and Doctor of Philosophy, both usually in political science. Such degrees treat public administration as a liberal arts component of higher education and do not have any built-in vocational significance except, ordinarily, for teaching and research careers.

To some considerable extent in other states, and to a very limited extent in Illinois, programs have evolved awarding the alternative degree of Master of Public Administration (or Master of Arts in Public Administration) and Doctor of Public Administration. These are more specialized than the ordinary M.A. and Ph.D., have a greater vocational impact, and are more appropriate than the usual degrees for programs stressing the technology of management as a skill. Such courses of study typically place heavy emphasis upon preparing the individual to perform well in a public service capacity and give less stress to some of the customary graduate school requirements. Many students whose career interests make the ordinary M.A. or Ph.D. degrees inappropriate for them find the M.P.A. and the D.P.A. programs more suitable. Moreover, some employers find that those who complete the specialized programs are, in a number of respects, better prepared for working careers in government than if their graduate work had been along more traditional lines.

Although three M.P.A. programs are currently being offered by universities within the state, there is no D.P.A. program. There are currently four D.P.A. programs in the United States: at Harvard University, Syracuse University, the University of Southern California, and the Institute of Public Administration in New York. The success such programs have attained suggests the wisdom of sampling the feasibility of a D.P.A. program in Illinois. The Committee feels that this can best be done at Sangamon State University, an institution dedicated to the preparation of persons for careers in the public service. (This assumes, of course, that this institution's special interest in training for the public service will be confirmed by the satisfactory assumption by the university of the existing public administration program in Springfield.)

The Committee also feels that the opportunity to pursue study toward a D.P.A. degree should be available to public employees in all geographic sections of the state. Since it is admittedly impractical at this time to consider the development of D.P.A. programs in universities throughout the state, a more practical course which would make this unique educational opportunity available to all public employees would be the establishment of a consortium of universities—public as well as nonpublic,

[30] Statement of the Springfield Committee for Higher Education, *op. cit.* This statement, however, differs from the recommendation in one important particular: it expresses a preference for "resident professors and instructors rather than commuting educators from the other state universities."

[31] Statement of the University of Illinois, *op. cit.* This statement reads, in part, "We do not intend to continue a graduate public administration program by extension in the Springfield area after that need can be met by resident instruction in the new institution. We do feel, however, that the new Springfield institution may long need a collaborative relationship with the other state colleges and universities offering advanced work in public administration. This may be desirable to augment the teaching talent, to dovetail programs, and to facilitate the transfer of credits earned by mobile public servants." The statement also clearly indicates that the University does not contemplate alterations in its catalog course offerings or Urbana campus programs in public administration as a result of the establishment of the Sangamon State University program.

from all geographic sections of the state—which would offer courses leading toward the D.P.A. degree. Such a consortium, when supplemented by sabbatical leave arrangements for employees wishing to pursue full-time study towards the degree at Sangamon State University, should make this educational opportunity generally available to all public employees in the state. The proposed Commission would serve as an ideal vehicle for the development of such a consortium.

> 11. The proposed Commission should survey existing mid-career educational programs for public employees, study present and anticipated needs and demands for such programs, and supervise the development and execution of a comprehensive, statewide program of mid-career education for persons at all career levels and from all kinds of public agencies. Further, the Commission should recommend ways in which Sangamon State University and other universities can be encouraged to establish executive development centers specifically committed to the task of mid-career education for upper- and upper-middle-level public administrators. Such recommendations should be developed before institutional budgets for the 1971-73 biennium are finalized.

In an area where formal education is being increasingly recognized as an unending process and where professional and technical skills become obsolete in just a few years unless they are upgraded by further training, higher education can no longer satisfy its manpower obligations to the public sector of society simply by offering degree-oriented and pre-career programs. The need for continuing education for practitioners of public administration is as acute as the need for continuing education for persons in health fields, technological specialties, and business.

Mid-career development programs are presently offered throughout the state by a haphazard combination of governmental agencies, professional associations, and institutions of higher education. These undertakings, as a total state effort, are neither comprehensive in scope nor geographically balanced. Higher education's efforts are minimal and are especially inadequate insofar as mid-career education for executive-level personnel is concerned.

No systematic effort is now being made by higher education in Illinois to provide educational programs in administration and management for the mid-career governmental employee. Although employees of the national government enjoy the mid-career training programs sponsored by the United States Civil Service Commission, there is in effect no comparable training mechanism in public administration for middle- and upper-level administrative employees of state and local government agencies in Illinois. This situation exists despite the obvious, critical importance of assuring that persons responsible for administering the services of local, state, and national governments will have every opportunity to develop and to maintain maximum competence for the discharge of their public responsibilities.

There is thus an urgent need to develop, on a statewide basis, a comprehensive program of mid-career education for public servants that will include training for employees at all career levels in technical, nontechnical, and administrative fields and that will encompass such areas as law and regulation, management and supervision, public relations, communications and communication skills, group dynamics, and automated systems work. Such a program must also be geographically balanced so that it will be reasonably accessible to government employees in all parts of the state. As an institution of higher education dedicated to education for the public service, Sangamon State University should be particularly well suited to serving as a focal point for this effort when that institution achieves maturity in the development of its own programming.

> 12. The Board of Higher Education should permit reasonable state subsidization of educational programs in public administration, regardless of whether such programs are conducted as on-campus instruction or through extension programs.

The general policy for extension programs conducted by state-supported institutions of higher education is that such activities be largely, if not entirely, self-sustaining from fees paid by students or their employers. This basic policy has as its purpose a minimizing of resource diversions from fundamental instruction. Yet, extension teaching and other special efforts to meet the personnel needs of the state and its local governments are not mere fringe activities. University resources are well utilized when expended in aid of effective public administration training, and subsidization that would ordinarily be involved would be a miniscule proportion of higher education costs. Meritorious training programs whose costs would be defrayed in only a fractional measure by public employees and their employers should not be disallowed merely for financial reasons. The career development of workers in the public service is too important to the performance of state and local services for Illinois to allow its impediment by excessive compartmentalizing of costs. Nonpublic institutions should follow the same policy, and the proposed Commission on Education for the Public Service should be charged with finding means to avoid excessive differences between charges at public and nonpublic institutions.

This recommendation has received widespread support from those who testified before the Committee. Such support, for example, was forthcoming from public agencies, such as the Illinois Department of Personnel,[32] and from institutions of higher education, such as the University of Illinois.[33]

13. The Illinois General Assembly should take positive steps to enhance the attractiveness of state and local public service careers for the most promising college and university graduates. Included among these steps should be the development of a program of advanced career entry opportunities for particularly qualified graduates of public administration and related curricula in the state's code departments and the establishment of a state administrative trainee program in the Illinois Department of Personnel. The latter program should be supported with a supplemental annual appropriation to the Department of at least $100,000.

Illinois has, for some years, had a state-supported legislative intern program designed to provide a year of experience in a legislative environment for graduate students in political science, law students, and journalism majors. The values of these internships include the experience which the appointee gains and the contribution he makes to meeting the research staffing needs of the General Assembly. A number of the interns, moreover, have subsequently entered the regular state service when they might otherwise have given such employment no serious consideration.

The Illinois Commission on State Government, in 1967, proposed the creation of a parallel management-trainee program to be supervised by an appropriate sponsoring committee working with the state's Department of Personnel. Under this proposal, trainees would have been given a year's appointment to the staff of the Department of Personnel, although working with several state agencies in that interval, with that tour of duty to be followed by regular assignment in a suitable state agency as a career employee. An important element of the proposal was that a definite number of positions be allocated for the trainee program in each year so that firm appointment offers could be made before the eligible student selected some other employment. An appropriation of $100,000 for the biennium, included in the proposal as it was presented before the General Assembly, would have allowed the selection of a small number of trainees annually.

The Commission's recommendations, incorporated in Senate Bill 1408 of the 1967 session, passed the Senate but failed to obtain the support necessary for passage in the House of Representatives. It is recommended that the legislature give further consideration to the desirability of a management-trainee program.

14. The Illinois General Assembly, the Board of Higher Education, and the proposed Commission, working jointly, should secure the establishment of internship, scholarship, and sabbatical leave arrangements on a broad scale for students and governmental employees wishing to further education in public administration and other professional courses of study germane to their careers in the public service, thereby providing greater assurance that Illinois' needs for public service educational programs will be adequately met. It is further recommended that the Illinois General Assembly enact legislation encouraging and facilitating the involvement of employees of Illinois state and local governments in mid-career educational programs. At a minimum, such legislation should: (a) require flexi-

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[32] Statement of the Illinois Department of Personnel, *op. cit.*

[33] Statement of the University of Illinois, *op. cit.*

bility in scheduling employee work hours, on a daily, weekly, and yearly basis, so that employees wishing to pursue additional educational opportunities can obtain off-duty time during the hours when appropriate coursework is scheduled at accessible institutions of higher education and (b) subsidize internship, scholarship, and sabbatical leave programs designed to provide more and better educated manpower for Illinois state and local governments.

A common impediment to the recruitment of college students for careers in the public service is the general absence, on the one hand, of scholarships and internship programs, both of which play a major role in attracting students to particular fields of study and career opportunity, and, on the other hand, of opportunities for further training comparable to similar opportunities available to persons entering private employment. This particular recommendation is designed to alleviate this difficulty and, simultaneously, add significant stimulus to mid-career educational programs.

The proposed Commission, in cooperation with the Illinois General Assembly and state and local government agencies, should develop a large-scale program of public administration internships within the state. These internships should be offered at both the graduate and undergraduate levels. Graduate internships serve the purpose of providing valuable, on-the-job experience for the student during or after his period of graduate study. Internships at both levels serve as valuable recruitment devices to interest college students in public service careers. A number of cities in the Chicago metropolitan area provide internships at the graduate level while the Illinois Department of Public Aid is currently operating an undergraduate internship program.

As an additional offset for governmental recruitment handicaps, it is further urged that the Illinois General Assembly adopt a special scholarship program providing funds to underwrite all or a portion of student cost for a year or more of graduate education in public administration. This program should include grants to eligibles either in an amount roughly equivalent to amounts paid to students under current graduate assistantship programs or in an amount at least covering tuition costs plus some type of loan feature relating to maintenance costs and including a waiver of as much as one half of the loan if the student subsequently serves in a governmental capacity for as long as five years. Such a scholarship program should be administered by the Illinois State Scholarship Commission.

A sabbatical leave program for public employees who need appreciable amounts of training to increase their value or their potential for promotion to greater responsibilities would be of inestimable value in improving the professional competence of middle- and upper-level state and local government employees. Such a program, which would permit career employees to return to universities for additional training in their administrative or professional specialities, could be administered in a manner similar to the present sabbatical leave program of the Illinois Department of Public Aid. The precise arrangements for such leave programs may vary from agency to agency, considering differences among public agencies in their ability and willingness to underwrite training costs, but such a program is clearly required if agency sponsorship of in-depth training is to be truly consequential. Further, such programs will almost certainly require, at least for the smaller agencies, financial assistance from the Illinois General Assembly.

Further, no employee of any state or local governmental agency in Illinois should be denied the opportunity to pursue additional educational training relevant to his present occupational and career development interests because of the inflexibility of his working schedule. Yet, too many public employees today are unable to acquire additional education because their public employer refuses to make minor adjustments in work schedules for this purpose. The Illinois General Assembly should correct this situation by passing legislation which would require governmental agencies in the state to provide flexible work schedules for their employees for educational purposes whenever this can be done without unduly jeopardizing the agency's mission.

Finally, the employees of Illinois' state and local governments should be given every encouragement and incentive to continue actively and intensively their own educational development. Toward this end, government agencies in the state must be encouraged, not only to promote the participation of their employees in educational programs by providing financial support and released time for such participation, but also to offer opportunities for personal, professional, and financial advancement to those satisfactorily completing educational development programs. The Illinois General Assembly should enact legislation which would make available to employees of Illinois' state and local governments opportunities for further educational development comparable to those made available to federal

employees under the terms of the Government Employees Training Act. Further, the Illinois General Assembly, if it wishes to substantially alleviate the manpower crisis confronting state and local governments in Illinois, must accept the responsibility for underwriting the costs of employee training and development, at both pre-entry and mid-career levels, through programs such as those described in the paragraphs. Since private employers, through large corporate donations, make similar investments in the education of persons in the field of business administration, governments will be able to compete successfully in the market for highly qualified manpower only when they show a similar willingness to help underwrite the costs of manpower development in the field of public administration.

In summary, these recommendations should be viewed not as a complete list of the requisites of a comprehensive statewide effort to resolve permanently government's manpower crisis, but merely as a list of the most immediate and urgent requisites which must be met if the State of Illinois and Illinois higher education are to begin a serious effort to achieve that goal. The Committee views these recommendations as a starting point which will enable the proposed Commission, working with and through the Illinois Board of Higher Education, to begin the task of gearing higher education for the task of making its contribution to the alleviation of the state's governmental manpower crisis.

APPENDIX A

MANPOWER NEEDS OF FEDERAL, STATE, AND LOCAL GOVERNMENTS IN ILLINOIS

Based on present information and various projections, the future demand for people trained in public administration at the federal, state, and local levels far exceeds the present supply and any future supply based on the present methods of training.

From 1947 to 1964, federal government employment increased from 1,892,000 to 2,348,000. During this same period, the number of state and local government employees rose from 3,582,000 to 7,156,000.[1] The federal government alone employed over 637,500 professional, administrative, and technical (PAT) personnel in 1968.[2]

The United States Civil Service Commission predicts that the composition of the governmental work force will experience considerable change. Large gains will be made in the occupations requiring the highest levels of educational preparation such as mathematics (26.1%), physical science (17.3%), and engineering (16.4%). In the major administrative-technical occupations, the Commission expects gains in physical science and supporting fields (25.3%), engineering and allied fields (21.1%), and business and industry (15.8%).[3] The Municipal Manpower Commission estimates that between the years 1960 and 1988 local government needs in the United States will increase for PAT personnel by 400,000 (excluding school employees). This will be an increase of 170,000 employees over 1960.[4] Sweeney and Charlesworth report that more than one third of the present municipal executives will retire within the next ten years. By 1980 local governments will have to recruit as many as 300,000 professional, administrative, and technical people.[5]

TABLE A-1

FEDERAL POSITIONS APPROPRIATE FOR HOLDERS OF A MASTER'S DEGREE IN PUBLIC ADMINISTRATION [a]

Manpower Development Specialist
Personnel Assistant
Personnel Staffing Specialist
Position Classification
Employee Development Assistant
Administrative Technician
Civil Rights Specialist
Grant Monitor
Information Center Specialist
Management Intern
Program Analyst
Public Information Specialist
Contract Specialist
Contract Administrator
Contract Price Analyst
Procurement Assistant
Inventory Management Specialist

Program Assistant
Program Manager Specialist
Program Officer
Program Specialist
Management Analyst
Communications Specialist
Budget Analyst
Hearing Examiner
Contact Representative
Adjudicator
Public Information Specialist
Industrial Specialist
Production Controller
Financial Assistant
Education Research & Program
Supply Systems Analyst
Purchasing Agent

[a] U. S. Civil Service Commission, Chicago Region, Presentation to Committee T-Public Administration, June 7, 1968.

[1] Manpower Report of the President, March, 1965, p. 233.

[2] U.S. Civil Service Commission, Chicago Region, Presentation to Committee T - Public Administration, June 7, 1968.

[3] U.S. Civil Service Commission, Federal Work Force Outlook, Fiscal Years 1966-69.

[4] Municipal Manpower Commission, *Governmental Manpower for Tomorrow's Cities* (New York: McGraw-Hill Book Company, Inc., 1962).

[5] Stephen Sweeney and James C. Charlesworth, *Achieving Excellence in Public Service* (Philadelphia: American Academy of Political and Social Science, 1963).

The Chicago Region of the U.S. Civil Service Commission (comprising Illinois, Indiana, Kentucky, Michigan, Ohio, and Wisconsin) reports that for the year 1967 some 2,400 positions were filled by PAT personnel. It is interesting to note that of the last 245 appointments made by federal agencies in Illinois not one of the appointees held a master's degree in public administration. The Commission estimates that for the 1969 fiscal year there will be 500 openings in the federal government for persons with a master's degree in public administration within the State of Illinois. This number should increase to 550 positions a year by 1980.[6] Typical positions open to holders of a master's degree in public administration are shown in Table A-1.

Illinois state and local government employment projections are difficult to estimate. However, Robert Fairbanks, in a background paper for the University of Illinois Institute of Government and Public Affairs,[7] postulates that trends affecting the national economy will affect Illinois similarly. Table A-2 from the Fairbanks paper presents data on state and local government employment in Illinois for 1965 and 1975. These data indicate that governmental units in Illinois will employ over one half million persons by the end of 1975.

TABLE A-2

STATE AND LOCAL GOVERNMENT EMPLOYMENT[a] IN ILLINOIS, BY FUNCTIONS, 1965 and 1975 (Thousands)

Function	1965 (Actual)	1975 (Estimated)[b]
All Functions	351.8	501.3
Educational	168.1	229.3
Local	142.6	178.1
Higher	23.9	43.3
Other	1.6	2.7
Noneducational	183.6	272.6
Highways	22.4	26.2
Health and Hospitals	39.0	54.0
Sewerage and Sanitation	7.6	13.7
Local Parks and Recreation and Natural Resources	10.8	17.2
All Other[c]	103.8	151.6

[a] Not comparable with Table 2 since based on full-time equivalent employment.

[b] Estimated by using percentage increases for selected functions computed for 1965-75 in Table 2.

[c] Housing and urban renewal included here as not available separately.

Source: U. S. Bureau of the Census, *Public Employment in 1965,* Series GE-No. 2 (Washington, D.C.: U.S. Government Printing Office, 1965), Table 8, as reported in the *Background Papers on the Assembly on Manpower for Illinois Governments,* p. 10.

Using Fairbanks' assumptions to estimate Illinois' professional, administrative, and technical manpower needs, it would appear that an additional 250,000 PAT employees will have to be secured by 1975. Adding 61,000 PAT personnel to replace those retiring or leaving the field means that 13,600 qualified PAT employees per year, for the next ten years, will be required to meet the need in Illinois.

In terms of the total number of governmental units, Illinois ranks first in the nation and is fifth in the total number of state and local employees. Yet, as shown in Table A-3, on a population basis, Illinois consistently ranks below the median in ratio of governmental employees to general population.

Committee T conducted its own survey of the training needs of Illinois municipalities with a population of over 25,000. The questionnaire listed twenty job classifications.[8] The chief executive officer was asked to indicate (1) the present training level, (2) the desired training level, and (3) the training level desired by 1980. The results show that only among city managers is a high level of training being achieved.

[6] U.S. Civil Service Commission, Chicago Region, Presentation to Committee T, June 7, 1968.

[7] Joseph Pisciotte (ed.), *Background Papers for Participants to the Assembly on Manpower for Illinois Governments,* University of Illinois (Urbana: Institute of Government and Public Affairs, January, 1968).

[8] These included City Manager, City Clerk, City Engineer, Finance Officer, Treasurer, City Coordinator, Auditor, Controller, Personnel Director, Planning Director, Health Officer, City Librarian, City Attorney, Fire Chief, Police Chief, Park Director, Recreation Director, Street Superintendent, Water Superintendent, and Building Inspector.

TABLE A-3

FULL-TIME EQUIVALENT EMPLOYMENT OF STATE AND LOCAL GOVERNMENTS PER 10,000 INHABITANTS, BY FUNCTIONS AND SELECTED GOVERNMENTS, 1965

Function	U.S.	Illinois	Illinois Rank Among States
All Functions	357.9	330.5	38th
Educational	172.2	158.0	41st
Local	143.6	134.0	38th
Higher	26.6	22.5	39th
Other	1.9	1.5	37th
Noneducational	185.7	172.5	31st
Highways	28.3	21.1	49th
Health and Hospitals	40.7	36.7	27th
Sewerage and Sanitation	8.6	7.2	23rd
Local Parks and Recreation and Natural Resources	12.3	10.2	39th
All Other[a]	95.8	97.3	b

[a] Housing and urban renewal included here are not separately available.

[b] Not compiled.

Source: Compiled from U.S. Bureau of the Census, *Public Employment in 1965*, Series GE-No. 2 (Washington, D.C.: U.S. Government Printing Office, 1965), Table 10, as reported in the *Background Papers on the Assembly on Manpower for Illinois Governments*, p. 10.

The twenty-four respondents were also asked whether a master's degree in public administration was desirable for their personnel. The results indicated a total of 173 positions for people with a master's degree in public administration. Relatively few employees in city government have a master's degree today.

Implications to be drawn from the foregoing are that employment in the public service in the United States and Illinois state and local governments is growing very rapidly. The greatest relative area of increase is for professional, administrative, and technical personnel with higher degrees at all levels of government. Many governmental positions are not currently being filled with people trained in public administration, but there now seems a desire for these people in the future.

APPENDIX B

PUBLIC ADMINISTRATION PROGRAMS IN ILLINOIS COLLEGES AND UNIVERSITIES

The Illinois record in preparing students for careers in the public service through educational programs in public administration and related fields has not been particularly impressive to date. Despite the fact that the Chicago area has one of the nation's largest concentrations of public employers and employees and despite the fact that the state is favored with over 100 institutions of higher education including three of the world's major universities–Northwestern University, the University of Chicago, and the University of Illinois, none of the nation's leading centers in public affairs education is located in, or even near, the state's borders.

To be sure, there are programs in public administration in the state; but these tend to be relatively few in number, small by comparison with many of their peers elsewhere in the country, and, in most cases lacking significant institutional priority, emphasis, or support. Further, the field of public administration, as such, tends to receive more than passing attention only in the state's universities. Institutions which are principally four-year liberal arts or teacher-training centers have largely ignored not only training for public administration but also training for all careers in the public service not related to education. The new, rapidly expanding state junior college system has shown little interest in public administration education as such, but the junior colleges have developed a wide range of vocationally related educational programs specifically designed to produce trained manpower for public service occupations.

These are some of the principal conclusions that have been gained from a 1968 survey of public affairs educational programs in Illinois undertaken by the Center for Research in Urban Government at Loyola University, Chicago, by James Banovetz, as part of a study of the role of institutions of higher education in relating to, and dealing with, urban problems. Information for the study was gained through a combination of questionnaires, interviews, and searches through college catalogs. Virtually all of the state's institutions of higher education were contacted in the study; over 80% responded, including all of the state's major universities, colleges, and junior colleges. Nonrespondents were small nonpublic colleges, usually church-related, which rarely have public affairs programs. Thus the probability that the study uncovered all programs relevant to this report is high.

This summary of public administration and public service programs in Illinois will be divided into three parts: a summary of academic programs, a summary of nondegree-oriented programs in the public affairs field, and mention of the specialized centers and institutes established to undertake research, consulting, and service programs in the public affairs field.

Degree Programs

Formal, academic programs specifically designed to prepare students for careers in the public service are summarized in Table B-1. Different institutions place different labels on essentially similar kinds of programs; thus some translation of actual titles into common headings has been necessary in listing the academic programs. The categorization of institutions of higher education also forced arbitrary decisions: (1) the "university" category includes DePaul University, Illinois Institute of Technology, Loyola University, Northern Illinois University, Northwestern University, Roosevelt University, both campuses of Southern Illinois University, both campuses of the University of Illinois, and the University of Chicago; (2) the "public college" category includes Chicago State College, Eastern Illinois University, Illinois State University, Northeastern Illinois State College, and Western Illinois University; (3) the "nonpublic college" category includes all four-year liberal arts institutions in the state; and (4) the "junior college" category includes all junior colleges in the state, whether public or nonpublic.

TABLE B-1

ACADEMIC PROGRAMS IN THE PUBLIC AFFAIRS FIELD

Nature of Program	Universities	Public Colleges	Nonpublic Colleges	Junior Colleges
Public Administration	5		1	1
Planning	4			
Urban Studies	3		1	
Inner-City Education		2		
Social Work	5		5	4
Community Development	1		1	2
Rehabilitation Advisor	1			1
Mental Health Technician				5
Law Enforcement (Police Science)		1	1	12
Fire and Safety				3
Fire Protection	1			2
Civil Engineering Engineering/Engineering Aid	3			3
Recreation	3	1		3
Transportation	1			
Library Science/Aid	1			2

The listing of academic programs in Table B-1 provides some insight into the increasing variety of fields and professional specialities for which institutions of higher education are preparing students. Included are not only traditional programs in public administration, civil engineering, social work, and library science, but also programs designed to meet recently recognized needs, such as community development aids, social service aids, and specialization in inner-city education.

Public Administration

As can be seen from Table B-1, public administration in Illinois is almost exclusively a university offering. Of the five universities listed as having such programs, only two, Illinois Institute of Technology and Roosevelt University, offer the nationally recognized Master of Public Administration (M.P.A.) degree as part of their regular graduate curricula; but the University of Illinois, Urbana, does run a graduate program in Springfield as an extension operation. Public administration is also offered as a specific area of professional specialization in graduate programs in political science at Northern Illinois University, Southern Illinois University, Carbondale, and the University of Illinois at Urbana. Doctoral work in public administration, again as part of a political science program, is offered at Northern Illinois University, Southern Illinois University, Carbondale, and the University of Illinois, Urbana.

Three additional programs are currently in the planning and development stage. Northern Illinois University is contemplating a specialized degree program at the graduate level in public administration; and the Chicago Circle Campus, University of Illinois, lists public administration as one area of specialization in its new Master of Arts degree program in political science. Illinois State University is also developing a graduate concentration in public administration at the Master of Arts level.

Despite the large number of undergraduate institutions, only two offer specialized work in public administration. Illinois Wesleyan University sponsors an internship program in public administration, which, while it does not lead to a degree, does offer some opportunity for intensive exposure to the field. The Loop Campus of Chicago City College has a Public Service Institute, which offers educational opportunities in a wide variety of occupational specialties needed by government, ranging from clerical training to programs in law enforcement, building inspection, and engineering.

Interest in internship programs in municipal government may be growing, however. Both Concordia Teachers College and Millikin University, for example, reported that plans for such programs are currently under consideration.

Planning

Educational programs in planning are wholly offered within the university framework in Illinois at this time. Four universities list specialized programs in this academic field which is so closely related to public administration. The Illinois Institute of Technology, Southern Illinois University at Carbondale, and the University of Illinois at Urbana all offer specialized academic degree programs in planning. Northwestern University offers a degree in urban and regional transportation planning as a part of its civil engineering program. Other institutions have planning courses in their curricula, such as the urban and regional planning course in the architecture curriculum at the Chicago Circle Campus of the University of Illinois, but no other institution listed included the development of specialized degree programs in their future plans.

Urban Studies

Urban studies is one of the newest, and thus understandably one of the least common, of the specialized academic degree fields in the public affairs field. Despite the growing national interest in urban problems, and despite the growing interest in educational programming in the urban studies field, only three institutions of higher education in Illinois have developed degree-oriented programs in this field. In one of these institutions, the University of Chicago, the degree program is organized principally to serve the needs of students working on doctorates in traditional academic disciplines. The other two programs are both designed to provide preprofessional and in-service training at the terminal Master of Arts degree level. Loyola University's program is built upon courses specifically designed for the urban studies curriculum and is supplemented by a few selected courses from traditional academic disciplines. Roosevelt University's program, on the other hand, is composed of courses from traditional disciplines tied together by a few courses specifically designed for it.

While urban studies programming has thus far been limited to graduate programs in universities, however, there are strong indications that it will not stay that way. Mundelein College has an inner-city educational program which includes "laboratory experience" for its students in community and government organizations. A number of undergraduate institutions have also reported plans for the development of their own urban studies programs. Augustana College indicated that it planned to begin offering an urban studies concentration, including core courses and field experience, in 1969. Others reporting plans for the development of similar programs included MacMurray College and North Park College.

Specialized programs are also being developed in a field related to urban studies, education in inner-city schools. Two such programs were found: Chicago State College offers an advanced degree in "Teaching Socially Disadvantaged Children," and Northeastern Illinois State College has an Inner City Studies Center which offers field internships and a graduate degree in "Education for the Culturally Deprived." Other schools, notably the University of Chicago, have developed specialized curricula dealing with the special problems of education in the inner city.

Social Work

The public service-oriented professional field in which there has been the greatest development at all levels of higher education is social work. Five universities offer professional degree programs in the field: Loyola University, Roosevelt University, the University of Chicago, Chicago Circle Campus of the University of Illinois, and the University of Illinois at Urbana. Four nonpublic colleges offer undergraduate degrees in social work: Aurora College, Blackburn College, Elmhurst College, and Eureka College. Three junior colleges offer paraprofessional training programs for social service aids: Chicago City College, College of DuPage, and Thornton Junior College. A fourth junior college, Illinois Valley Community College, offers its students internship opportunities in social work.

Other Programs

With the exception of the above programs, the work of liberal arts colleges and universities in the public affairs field is largely limited to the training of professionals in specialized fields such as public health, civil and sanitary engineering, law, and accounting. There has been little evident experimentation with academic programs designed to meet the changing manpower needs of contemporary governments. Particularly notable is the general absence of public service programming among the public and nonpublic colleges in the state; the review of college catalogs failed to disclose even a significant number of urban-related courses in traditional academic disciplines offered by these institutions. In general, courses in public administration, urban government, urban sociology, urban geography, and urban economics have not yet been added to the curricula of these institutions. The record of the nonpublic colleges is particularly poor on this score.

The record of the junior colleges, however, is outstanding, especially when the relative youth of the junior college movement in Illinois is taken into account. The survey indicated that most junior colleges were still in the process of identifying the role which they should and could play in public affairs education, but most of them did express a strong commitment to the fulfillment of such a role. The report of the junior college involvement in Table B-1 indicates the nature of the role now being played.

Junior college programs take three different forms. In some instances, such as most training programs in the public safety field (law enforcement, police science, fire protection), the junior colleges provide specific, professional training. In other instances, such as the training of engineering aids, mental health technicians, or social service aids, the junior colleges are involved in the training of paraprofessionals for public service careers. Finally, in still other instances, junior college programs are designed to prepare students for further professional training at the college or university level.

Nondegree Programs

College and university involvement in nondegree programs in the public administration-public affairs field can take many forms, including adult and continuing education programs designed specifically for the in-service training of government employees; adult and continuing education programs in which government employees may further their education, but which are not directly related to their present vocation; short courses, seminars, and institutes dealing with vocational skills or such community problems as neighborhood development; research and consulting services; and the provision of other kinds of special assistance.

Insofar as the field of public administration itself is concerned, there is a veritable paucity of available programs in the state. There is no program in the state designed to provide mid-career, in-service training either for middle- or upper-level career public officials. The same situation is nearly true for mid-career, specialized professional training as well. The only exceptions uncovered in the survey were a police training program at Bradley University, a training program for tax assessors at Southern Illinois University, a continuing education program for planners at the University of Illinois at Urbana, an in-service training program in social welfare at St. Francis College, a continuing education program in public health at St. Xavier College, and the work of the Transportation Center at Northwestern University.

Offsetting this situation somewhat is the availability of generalized, graduate-level training in public administration. The graduate programs in public administration at the Illinois Institute of Technology, Northern Illinois University, and Roosevelt University are designed to accommodate the career official who wishes to upgrade his educational background in his after-work hours. The Urban Studies programs at Loyola University and Roosevelt University are similarly designed. Finally, the public administration program offered in Springfield by the University of Illinois at Urbana also serves largely, if not exclusively, this same need.

Junior colleges have moved fairly actively into the field of mid-career training for government employees. A number of them reported discussing in-service training programs with local officials from adjacent municipalities. Adult and continuing education programs in public health and safety are offered by Highland Community College, Lake Land College, Kishwaukee College, and Waubonsee Community College. Other programs include one in social welfare at Kaskaskia, in community organization techniques at Triton, and in community planning at Wabash. Wm. Rainey Harper College, in addition to discussing in-service training programs with area officials, also makes its data processing capability and facilities available to neighboring communities. Finally, many of the programs of the Public Service Institute at Chicago City College provide in-service training opportunities for government employees.

Other colleges and universities reported in-service training opportunities for government employees, but the absence of elaboration in their reports suggests that, in most cases at least, these are programs available to the public in which government employees enroll for purposes of general educational enrichment rather than for specific in-service training purposes. Reports of this nature were made by Carl Sandburg College, Central YMCA Community College, Danville Junior College, Elgin Community College, the Illinois Institute of Technology, Illinois Wesleyan University, Lake Land College, and Western Illinois University.

A number of colleges and universities reported special seminar or workshop programs on community problems. Some were directed at specific groups, such as a training program for Negro community leaders at Bradley University or special workshops for local elected officials at Illinois State University, while others appeared to have a more general orientation, such as the seminars in community renewal and development sponsored by North Park College and St. Procopius College. Also participating in programming of this kind are DePaul University, the Illinois Institute of Technology, Illinois State University, Kishwaukee College, Loyola University, Northeastern Illinois State College, Northern Illinois University, Parkland College, Southern Illinois University, University of Chicago, Chicago Circle Campus of the University of Illinois, University of Illinois at Urbana, Wabash Valley College, Waubonsee Community College, and Western Illinois University.

Despite the number of institutions, however, the pattern of programs offered appears (1) to have little rationale or organization when viewed from a statewide perspective, (2) to have uncertain continuity in programming over time, and (3) to owe much of its existence to the availability of funds under Title I of the Higher Education Act of 1965.

In short, from a state vantage point, the availability of special education programs for those in the public service, whether in a career or noncareer capacity, appears to lack sufficiency in terms of both quantity and cohesiveness. Much needs to be done, both in stimulating more programming of this type and in coordinating the programming that is provided. In particular, the state badly needs some form of organized, mid-career educational program for public servants.

Institutes for Research and Special Programs

In addition to educational programs of all kinds, colleges and universities frequently become involved in public affairs work through the establishment of special centers or institutes which undertake research, provide consulting services, and offer other kinds of community service programming. Perhaps the best known agencies of this type in Illinois are the Institute of Government and Public Affairs at the University of Illinois at Urbana, the Transportation Center at Northwestern University, and the Urban Studies Center at the University of Chicago. Other well-established programs include the Water Resources Center and the Bureau of Community Planning at the Urbana Campus of the University of Illinois, the Public Affairs Research Bureau at the Carbondale Campus of Southern Illinois University, and the Public Administration and Metropolitan Affairs program at the Edwardsville Campus of Southern Illinois University.

A number of new college and university agencies of this type have been established in recent years, lending promise to greater output of public service activity in the future. These include the Center for Planning and Administration at Illinois Wesleyan University, the Center for Research in Urban Government at Loyola University, the Center for Inner City Studies at Northeastern Illinois State College, the Urban Studies Center at the Chicago Circle Campus of the University of Illinois, and the Urban Institute at George Williams College. Currently being planned are centers in the public administration-public affairs field by Illinois State University and Northern Illinois University.

Summary

Education for the public service thus appears to be a concern, in Illinois, in the universities and junior colleges, but not in the liberal arts colleges. Programming in the broader area of community service is somewhat more widespread, but it still has the appearance of being both minimal and haphazard.

Viewed from another vantage point, there are a number of educational programs at the master's level in public administration, but none of these programs has received sufficient emphasis from this parent institution to warrant a reputation as a "strong" graduate program in the public administration profession. Sorely lacking, on the other hand, are adequate program offerings at the undergraduate level. Not only are there no undergraduate programs in public administration, but few of the state's liberal arts colleges even offer course work in the subject. Further, there is presently a shortage of undergraduate, career-oriented programs designed to prepare students for public service careers in such fields as law enforcement, community development, and mental health. Finally, there is a total absence of adequate programming for the mid-career education of professional public servants.

These shortcomings must be of major concern to higher education in Illinois if higher education in the state is to meet its obligations to help resolve the critical manpower problems of the public service.

APPENDIX C

GRADUATE STUDY OF PUBLIC ADMINISTRATION IN THE UNITED STATES

Ward Stewart's *Graduate Study in Public Administration* (Office of Education, H.E.W., 1961) remains a valid review of the formal training programs in public administration. The study of Graduate Public Administration in California (*Survey of Public Administration Education in Four-Year Colleges and Universities in California*, January, 1968, by Richard W. Gable, Institute of Governmental Affairs, University of California, Davis, for the California Conference on Education for Public Administration) presents a picture in terms of varieties of programs, of the sizes of the staffs engaged in them, and of student enrollments, a picture which is not inconsistent with the general picture of the U.S. as a whole, except for the size and variety of the program at the University of Southern California, which has no counterpart elsewhere in the United States. The Honey report, *Higher Education for the Public Service* (American Society for Public Admin., 1966) provides a brief description of current trends in graduate instruction and a series of reflections on the relevant principles which are quite parallel to those of the Lambie report, *Training for the Public Service* (Public Administration Clearing House, 1935). The study of the cooperative graduate program at Albany which preceded the present State University of New York (SUNY) Graduate School of Public Affairs at Albany, *State Sponsored Education for Public Affairs* (Institute of Public Administration, New York, 1956) provides a series of comments both on that program and on the general problem of providing graduate training for the state service which could be applied to any state and almost any graduate program of public service training in the United States (pp. 24-29 especially).

Although there is no accepted definition of public administration as a field of graduate study, there are convergences both between the courses which are recognized as appropriate to public service training and in the content of some key courses. It is interesting that reports as widely spaced in time as the Lambie report and the report on the Albany program assert the relevance and importance of some traditional political science subject matters such as governmental organization, constitutional law, administrative law, and public finance. They also assume the relevance of courses in something called public administration, which in the earlier era had a content largely descriptive of the characteristic agencies of administration, national, and often state and local, and of their constitutional and governmental setting. To this typically was added some analysis of the responsibilities of executive officers in the typical hierarchic scheme of organization and a discussion of the means of securing coordination, coherence, and efficiency through the formal sanctions available to higher authority and through such control devices as budgeting, accounting, auditing, inspection, and personnel management. Such courses were usually supplemented by more detailed courses in fiscal management and personnel organization and procedure. The group of courses constituted a core which could be varied by electives whose character varied among the various schools and programs. Substantially this core still exists although there are important changes in the content of individual courses and in the courses which are deemed to be a part of the core.

The shift which has taken place is to minimize the amount of time devoted to the legal and structural aspects of administration and to stress more content borrowed from sociological and psychological studies of administrative organizations both public and private. The older public administration courses stressed the differences between public and private administration; the newer courses tend to stress the common elements. The new materials concern themselves with conflict, with resistances to and avoidances of hierarchial authority, the sociological and psychological determinants of the acceptance of authority, the effect of the formal organization of work and authority on the goals and purposes of parts of the organization, the means available to overcome the divisive effects of subordination and specialization, the character of communication flow, and the nature and resources of administrative leadership. They tend to be as much concerned with the microphenomena of organization as the macrophenomena–the conditions which obtain in the primary group, as well as in the function of the large department. Much of this new emphasis appears in the general introductory courses or seminars in public administration. Some of it is applied in special seminars occasionally provided by parallel social science departments rather than in the department of political science, which normally administers these programs and provides the principal courses in the core group.

This shift in the character of public administration courses has not been accepted easily by all teachers of public administration. Those who were trained on Leonard White and Pfiffner before Pfiffner's collaboration with Presthus do not feel at home with the free-wheeling use of sociological and psychological conceptions represented by Simon Smithburg and Thompson's *Public Administration* (1951), which still most thoroughly represents the general trends of the field. Many are not easy with the analysis, logical-philosophical though it is, rather than psychological analysis, provided by Simon's *Administrative Behavior* (1946). The more traditional bases for explaining the work of organization were borrowed from law and engineering and assumed both work and authority as objectively and externally determined. The current behavioral base tends to consider both work and authority as having important subjective components which cannot be manipulated by simple mechanical calculation like the physical and constant elements of a machine.

This much space has been given to the conceptions of the general course in public administration because universally since the beginning of public administration graduate training, courses in general public administration, conceived of as an introduction to principles, have been regarded as central elements of such training and often were, as at Minnesota, the only common required element within a graduate program. Syracuse was probably the only major university which required a single invariant content for all those taking a master's degree in public administration. That program provided a series of topics, each studied intensively and exclusively for one or more weeks, taken together by the whole graduate group. Most schools, however, followed the outlines of the Lambie report in providing for individually designed programs determined by the student's past and future interests. In addition to some general introduction to public administration, courses were usually provided in personnel administration and fiscal administration with a strong emphasis on budgeting, in public finance (with a strong emphasis on the law and administration of the property tax), and in the elements of administrative law. If not absolutely compulsory, these were taken by most students.

This core has been expanded and made more varied and optional by recognizing the importance to administrators of courses in psychology and sociology which deal with general organizational phenomena. Such courses are various and variously named: Human Relations in Industry and Government, Bureaucracy–Industrial and Governmental, the Social Psychology of Organizations, the Psychology of Leadership, the Social Psychology of Small Groups. They include both very practical and very theoretical content, depending on the department, the school, and the individual instructor. There is probably less disposition today to send students routinely to courses on public finance and taxation, little disposition to give the general economic analysis, despite its relevance to the analysis of decision making used in many public administration courses, less disposition to expose everyone to the detail of public personnel techniques such as recruitment, examination, position classification, and wage and salary determination.

In a number of schools, especially those which look to state and national government for the placement of their graduates, there has been a revival of interest in some general areas of political science. There is a new stress on public policy, its content, and the condition of its formation. Whereas the political science courses once taken by public administration trainees tended to stress the constitutional and statutory provision for various governmental organs and the authority of officers of government and the restraints on them, there is presently a concern with policy making as a matter which transfuses the structure of government through lateral ties across statutory and constitutional lines and includes unofficial as well as official elements. There is a strong stress on administrative agencies as an important element in the making of policy and on the direct political ties of agencies to legislative and clientele groupings. In a few schools there is a disposition to revive political theory in the sense of examining the questions of goal and purpose and the problems of choice among competing goods. Some of this subject matter may be put into introductory seminars, some of it in advanced seminars especially for the public administration group, and some of it may be from standing courses on policy formation, on the executive or legislative branches, on interest groups and political parties. Budget courses not only deal with current techniques such as PPB, but also stress the elements of political choice, especially at the agency level, in developing budgets. It should be said that policy courses are still not standard requirements, but the options indicated as available through the political science departments include such courses. It is unclear whether courses and seminars on advanced management problems stress psychological and sociological approaches to administration or stress policy problems and processes. In courses concerned with administrative leadership, which are beginning to appear, there is undoubtedly more concern with the internal innovative and creative possibilities of hierarchic position than with the political relationships and responsibilities of high appointive office.

Increasingly in the new programs in public administration the options provided are options concerning program or public service fields. There has been some disposition in all public administration programs to regard administration as a universal process governed by a universal set of principles and to regard persons trained in these principles to be able to take positions of some responsibility in any type of governmental organization at any level of government. In practice this tendency has meant a strong stress on matters which are common to positions of responsibility in most organizations: concern with internal organization and the division of labor, concern with central fiscal management and controls, and concern with central personnel administration. However, the universalist tradition, perhaps most fully embodied in the Syracuse program in the 1920's and 1930's, has been challenged by both academic scholars and practitioners who have asserted the importance of particular program requirements in determining organization, procedure, and the distribution of authority and also the importance of program loyalty on the part of subordinate staffs. Indeed the Syracuse graduates who manned the Bureau of the Budget were cited by some as a principle obstacle to creating new organization and policies swiftly in the administrative crisis of the 1930's in Washington. A great many of the larger schools of public administration recognize a variety of optional program specializations: urban affairs, resource management and conservation, manpower development, community development, public health, mental health, police administration and law enforcement, etc. There are a few special options in international administration and in development administration (which is concerned with the developing nations). The presence of some of these options reflects the heavy in-service enrollments, sometimes on a part-time basis, of many schools. The program options offer these students an upgrading of competence more immediately valued by the agencies in which they have their future than general courses might be. In part, however, it is a concession to the view that administration may have general principles, but they must be applied in a specific context which must be learned either on the job or before it. However, there must be problems for pre-service students hoping to make use of such options given the very chaotic system of recruitment and placement which characterizes the whole structure of public employment.

Graduate training in public administration has usually incorporated a strong emphasis on in-service experience as a part of graduate training. This follows in part from the lack of confidence that academic training alone will provide a sufficient preparation for work at a responsible level. In part it reflects an early need to open up placement opportunities in governmental agencies which were not accustomed to recruiting directly from public administration programs. That concern still exists, but the requirement of an internship is not universal although it is common. The need has been mitigated somewhat by the development by governments of their own internship programs as part of their recruitment of university-trained people for administrative responsibilities. The management intern program of the federal service is only the best publicized. The city managers recruit aides who are trainees through the International City Manager's Association, and a few state personnel departments, as those of New York and Wisconsin, recruit nationally to trainee positions. Where the internship is still a requirement for a degree, it is often used to produce a Master of Arts thesis or paper, still a virtually uniform requirement of Master of Arts programs.

The new development of optional fields, especially those concerned with urban affairs, community development, and developmental administration, underline more heavily than the old conventional programs the interdisciplinary character which has been implicit in public administration grading from the beginning. The content of political science has become interdisciplinary, but it is perhaps less heavily so than the specific literature of public administration to which public administration students are being introduced. A good public administration program at the graduate level is almost necessarily interdepartmental as well as interdisciplinary given the present structure of departments and the very small staffs usually available to provide the courses in administration within the political science department or the public administration center.

This interdisciplinary character was recognized in some programs by having administration vested in an interdepartmental committee or by having at least an advisory committee interdepartmental in character. Such a committee was important in the early days of the Minnesota program and may have contributed to the increasing distance between that program and the political science department, a gulf which has culminated in their separation. Generally, however, the political science department has played a key role in staffing and administering the programs, even when they were provided through a center, an institute, or a school. In the building up of staffs there has been little disposition to assemble an interdisciplinary staff, such as has been done by some schools of social work, for example. Rather the student was sent "outside" for his supplementary work. Considering the flexible character of most programs, this practice was inevitable; recreation administration, agricultural economics, or group social work might be more important to some students than more work in the sociology of organizations or in the law of local government. It did and does, however, place a heavy obligation on the student for integrating courses which may not have been taught at all from a unified viewpoint. It also provided and provides a disciplinary vigor in these courses which may be unavailable to special program or institute staff members who are not actively associated with the larger disciplinary groups in their own fields of academic specialization.

It is not likely that, except for unusual situations, political science will be displaced from its central role in public administration training both in content and in administration of programs. The focus of political science on policy-making structures within government still marks it strongly from business and economics, even though these have well-established claims in general management training and can provide techniques of practical importance not available in political science training. Public administration, as contrasted with private, is part of a policy-making and enforcing complex concerned with choice and purpose, able to enforce the end product by coercion, that has no parallel in the business world, and which is far more particular in character than the social structures and systems which concern sociologists. The contemporary awareness, hopefully built into all public administration programs, that public policy can not be treated as a given fact with administrative implementation being only a technical means, but that policy is always being made and that public agencies of administration are important contributors to its making, makes political training still an important part of the training of administrators, perhaps the most important part. It is of central importance in developing training programs to recognize that in all politics those who would influence policy continually seek the effective points of policy making and that no divorce of administrative responsibility from political relationships and political pressures is possible. Such an awareness is likely to be much less effectively built into graduate programs of business administration even though these have many assets in terms of sheerly technical competence to be exploited for public administration training. Economics is still too prone to treat policy making as a matter of the effective realization of given purposes rather than the making of choices between largely incomparable purposes.

Clearly, however, the sponsorship of political science has some drawbacks. One is its imperfectly interdisciplinary character; it is still possible to study political science and pay little attention to psychological, anthropological, sociological, or economic thought. Political science until very recently has been impatient of action, especially action directed to immediate situations. Its definition of itself as an academic field has included a reluctance to handle immediate problems, except as individual scholars outside of their role as scholars have acted on behalf of causes important to them. Political scientists have normally little knowledge or acquaintance with those parts of the university which deal with action-oriented knowledge: public finance, education, business administration, engineering, the applied areas of sociology, recreation, social work, journalism, labor relations, public health, applied biology, agriculture. The political scientist who has such concerns to some extent isolates himself from his colleagues with their disciplinary concerns and thus is less effective in incorporating the current developments of political science into his own teachings and his own program planning. This gulf may be diminishing because of the strong policy interests of some of the younger political science faculty and because the increasing concern of political science with political development in the new countries has forced political scientists to become familiar with the issues of economic development, public finance, bureaucratic capability, and the creation of new public services which these countries face.

The apparent conflict and confusion within the Maxwell School of Public Affairs at Syracuse, which has seen a sharp change from its old stringent program without the development of any generally accepted substitute for it, probably reflects the phenomena reported in the last paragraph. It probably underlies the long unhappiness between the department of political science and the public administration program at Minnesota. It has been apparent in the difficult relationships between the Fels Institute and the department of political science at the University of Pennsylvania. (The Institute is in the Wharton School, but staffed largely by political scientists.)

Most of the apparently integrated programs of public administration training have been the creation of a single personality. The Maxwell School was the personal creation of William E. Mosher. Chicago has had virtually no public administration since Leonard White. The Littauer School at Harvard took its strong emphasis on economics from Mason, and the new Kennedy School will be shaped by Don Price. The Woodrow Wilson School at Princeton reflected the deep commitment to national affairs of George Graham, and Samuel Mays built the connection between the practical concerns of government and the academic resources at Berkeley. After his retirement the Institute had no clear program or place at Berkeley, and the same is true of the Institute at Michigan, now that Ferrel Heady has left it to become a university administrator. For years it reflected his ability to balance the practical concerns of applied research and training with the more abstruse concerns of a department more distinguished by its scholarship than by its concern with Michigan. These men provided the linkage between the various parts of the university and the graduate program they administered; they built the bridge between their students and the agencies which provided the internships and later hired them; they provided the shifting synthesis on which course and curriculum rested. No committee, no faculty, no head of a program has been able to replace them. It is not a good omen for the success of new endeavors.

However, one element in the success of the schools of public administration has been the presence or absence of special funding to support them. The Minnesota program, like several others in its time, was built on foundation funds which provided stipends and tuition for both pre-service and in-service fellows. This was a vital element in the beginning of the Southern Regional Program, now supported by the three state governments which have taken over fellowship support. By contrast the Minnesota program found no secure source of funds once the original grants expired, although the state of Minnesota and local governments in Minnesota have provided internships which enable some of the students to recover a substantial part of their expenses. The Littauer School at one time was able to provide full tuition and living expenses for a substantial number of students for both the M.A. and Ph.D. programs. Fels has always been able to draw on the generosity of the Fels family for full support of a substantial number of the full-time students in that program.

Unfunded programs, such as that at the University of Illinois, have great difficulty in attracting students. The general university competition for fellowships provides little support for students in such special programs, many of whom do not have distinguished undergraduate records. The number of research assistantships in public administration programs administered by political science departments is limited and uncertain. Only a few as in Michigan and Minnesota have been able to provide part-time employment within associated institutions such as municipal leagues. In comparison with grants available for legislative internships, public administration training is very poorly supported. Teaching assistantships at better graduate schools are not generally available to first-year students.

Since public service tends to be of more interest to those in the middle levels of society in terms of income and education than to those in the upper, the lack of training grants is particularly damaging. Law, engineering, and medicine offer careers of some prestige and of excellent income prospects; and students and their families will finance graduate study in these fields often at great expense in the expectation of a secure and even brilliant fiscal future. If the entering salaries of the public service are at times competitive, the future of those in the public service is not generally considered brilliant; it is certainly not secure in the visibility of promotional lines and opportunities. Without the possibility of assisting a substantial part of the student body, enrollments are likely to be small and the provision of adequate facilities for the program not justified.

The discussion so far has been concerned with M.A. programs, generally one-year programs, with a thirty-hour credit requirement as a minimum. The Honey report specifically proposes the increase of doctoral programs in public administration or at least the expansion of doctoral training in public administration specialties to increase the staff available for teaching. Certainly at the present time it is hard to staff training and research programs in public administration with persons who have the doctorate. Available positions apparently far exceed the number of Ph.D.'s in political science or in public administration who have an interest in such programs. For better or worse there are only four doctor's programs available which specialize in public administration, and these are at quite diverse schools–Harvard, the University of Southern California, Syracuse, and the Institute of Public Administration in New York. There is a new doctoral program at Pittsburgh under the sponsorship of the National Aeronautics and Space Agency, which has provided support for several fellowships. It stresses the administration of programs concerned with science and technology. A proposal is currently circulating at Illinois for a doctoral program in organizational science, in which there would be an organizational science concentration for a degree given through the cooperating departments–psychology, political science, sociology, and business management. The problems with degrees in applied fields like public administration, social work, or labor relations are that the specific opportunities for employment in these fields are small, most openings are in standard departments, and the special credential may not be so readily accepted. Further, none of these provides intellectual coherence; they are constituted by the application of the standard academic to a special set of concerns; and the conceptions, research methods, and data developed in these fields must be used for the purpose. However, if public administration training is to be expanded in Illinois or nationally, people qualified to teach in public administration areas must be available beyond the current number of graduates with such interests, many of whom move on to other fields of specialization after receiving their doctorates.

The problem of increasing the competitive ability of public administration programs to attract staff is perhaps more manageable than the problem of getting an increase in the number of doctoral candidates with public administration interests. Any program will depend initially on a single interested person who undertakes to build it and to involve in it, from his own and other departments, the faculty who can contribute significant intellectual resources to it. This will be easier if the program itself is the center of a research effort, if it has some resources to dispense in terms of either money or research assistance to those who cooperate in its instructional program. The present financing of graduate public administration programs virtually everywhere provides little except for staff time for necessary courses, a little office space for the central administration, and a stenographer or two. There is little lure for those asked to cooperate in the program. Insofar as they develop special courses, or develop interdisciplinary courses not sponsored by their own departments, or give sources in their own department which draw graduate students largely from outside their own department, they will gain no credit in the university unit which determines their career opportunities only. Those programs attract loyal staff participation in the program and opportunities for research support or professional development which regular departmental programs cannot provide. Evidentally no existing graduate program in public administration has research resources built into it, unless it be the Kennedy School at Harvard or the Woodrow Wilson School at Princeton. The contrast with area centers financed with foundation and federal funds is very great.

In short, whatever the intellectual and practical problems of providing public administration training have been, one of the important limiting factors in designing programs has been money. Academic rewards go to those individuals and organizations who tap outside sources of funds, and these have been notably lacking in the last twenty-five years in public administration. Public administration programs as public administration programs have not been able to provide rewards which would make working in them as attractive as working in other types of academic specialization. They have rested on the good will and public spirit of a few staff members from political science and other social science departments, notably those of public finance, sociologists concerned with human relations and bureaucracy, and some psychologists concerned with vocational testing. They have benefited in a few places by association with institutes of governmental research or public affairs, but these are not themselves well supported, and the research and public service interests of their staffs often conflict with the acceptance of substantial instructional obligations.

By way of summary, the tendencies in public administration are to more interdisciplinary content in individual courses and in curricula; the maintenance of interest in some old central concerns such as organizational theory (itself interdisciplinary), fiscal management, and personnel management as central administrative processes; an expanding concern with politics under the name of "public policy formation"; and more provision for specializations in specific public programs or service fields. All programs have always served both preentry students and post-entry students, a fact which helps explain the rather fluid curricula. Very few programs require more than a year's full-time study, and there seems to be no tendency to depart from this as standard. The extent to which newer interdisciplinary interests in the phenomena of complex organizations are represented in the formal instructional program would vary greatly among schools. These have for administrators a practical import which may be greater than much of the traditional material, even though they reflect current thought and research of a very "academic" type. There would seem to be a notable lack of programs concentrating on the administrative problems of central city rehabilitation, the "war on poverty," area redevelopment, and the administration of research programs in science and technology, all of which have had considerable public recognition in areas of critical need. There is a notable lack of funds both to provide scholarships and fellowships and to support the research that would make instruction most valid and more exciting. It could also be said that the placement of students in positions in which their talent and training could be more usefully employed is largely a matter of the personal contacts and resourcefulness of the staff of the training programs. A few notable steps apart, governments have done little to recognize the places in which public administration graduates could be used, much less to develop means of recruiting them.

APPENDIX D

PLACE OF THE FOUR-YEAR COLLEGE IN TRAINING FOR THE PUBLIC SERVICE

A large proportion of supervisory, professional, and technical employees in the public service are and will continue to be four-year college graduates with a bachelor's degree before employment. A substantial number of persons with some college work and employed by federal, state, and local agencies wish to secure a bachelor's degree by extension or part-time study. Added to these groups are those with a professional degree or training in some field other than administration who would like training specifically on the administrative side.

The four-year liberal arts or arts and sciences college (whether public or nonpublic, whether an independent college or part of a university) is in a position to make definite contributions to interest in and training for the public service. The comments below apply particularly to the independent college with little or no graduate program in this field.

Pre-entry Preparations

The basic American government course is found in every college, is a requirement for political science majors, and is widely used as a service course in other fields–for example, teacher training. By necessity it tends to be a course in American national government and to put more emphasis on political processes (constitutions, elections, the legislature, the chief executive, and the courts) than it does on administration. The textbooks are somewhat at fault here, but instructors should put a greater emphasis on administration.

Many colleges have one or two courses in state and/or local government and administration. These tend to come closer to the needs of persons entering administrative service simply because state and local government is usually thought of more in terms of administration and can be observed at close range.

Most colleges will have an upper level course called "The Administrative Process" or "Introduction to Public Administration." While this type of course at an undergraduate level is designed primarily for the training of citizens rather than public employees, the standard texts in this field all give a rather complete picture of purposes and trends in public administration, management theory, personnel problems, budget and accounting procedure, and administrative responsibility. This is the principal course for stimulating interest in future graduate work in public administration and toward taking the federal, state, and local examinations as a step toward a public service career. Some professional schools and departments in specific institutions (nursing and social work being examples) have made such a course a graduation requirement.

Less frequently found in the undergraduate college, but excellent background, are such courses as "Administrative Law," "Public Personnel Management," "Urban Planning," and others. These are valuable when staff resources permit. Small political science departments can frequently plan with business administration and other departments to take advantage of their courses related to administration.

Several Illinois colleges have internships in public administration for advanced students, not necessarily political science majors. The small college is frequently in a good position to develop such a plan through close relationships with local or nearby city managers and other agency officers. An internship plan can be operated part time during a regular semester or quarter, during the summer, or during an interim short term. The last named refers to a period, usually the month of January, when students can devote full time to only one course; this type of term has been adopted by a number of midwestern nonpublic colleges. The International City Managers Association has provided some summer scholarships as an incentive in this field; some, but by no means all, cities and other agencies have been willing to provide at least a small stipend for undergraduate interns. In any case the internship should be carefully planned between the instructor and the agency, and college credit should be given for satisfactory work.

In-service Training

The four-year college is, even more than the junior college, seldom equipped for in-service training other than in college courses. It can, however, tailor times and places of instruction, tuition and fees, methods and subject matter of instruction to meet the needs of particular groups. Most smaller institutions complain of insufficient classroom utilization. Evening classes, workshops at any time of year, summer institutes, and independent study plans are a partial solution to the classroom problem. Where there is definite demand, extension classes are not beyond the program of a smaller school. In addition to the salaried public employee, members of city councils and county boards, of planning commissions and other specialized local agencies are often involved in administrative functions as well as in staff supervision. Leaders of civic organizations are also often interested in this type of training. The college located in a small city with other smaller cities at not too great a distance is frequently in an excellent position to reach members of all of these groups who have an interest in the study of administration.

Resources

For many colleges, the types of programs previously suggested raise the twin and related questions of financial and academic resources. There has been a great growth in associations, consortiums, and bilateral cooperations within the last few years to help meet this problem; it should be continued and expanded. At the same time, more careful consideration should be given to the utility of the four-year college by federal and state agencies who have the disbursement of funds for administration and for community development.

Recruitment of Minorities for the Public Service

While the four-year colleges, especially the higher tuition ones, do not have a large enrollment of students from minority groups in absolute numbers, they tend to have in several cases a higher percentage of these students than some of the larger public or nonpublic universities. Even where the admission policies are academically selective, there are substantial numbers of students from low income families with special consideration to minority groups. As a rule these schools are free from the controversies and disturbances that have affected some larger institutions. Due to the close faculty-student relationship in the four-year colleges, they are in a good position to call the attention of such students to the desirability of the public service as a career.

Summary: Potential for Significant Contributions

1. Ability to provide academic basis and guide the undergraduate student (including the minority student) toward the public service as a career.
2. Flexibility in working out in-service and extension training plans.
3. Close relationship with the problems of the small and medium-sized city.
4. Ability to expand programs through interinstitutional cooperation and use of federal and state funds.

APPENDIX E

IMPROVING COOPERATION BETWEEN STATE AGENCIES AND THE STATE UNIVERSITIES AND COLLEGES

Cooperation between the state's operating agencies and its educational institutions offers tremendous benefits to both groups: to the agencies in developing their staffs and to the colleges and universities by participating in the cooperative effort to provide better services for the people of Illinois and by evaluating the effectiveness of their instruction against actual work performance.

More cooperation is needed between agencies of the state government and institutions of higher learning. Competition for qualified technical and professional employees is so keen, and the supply in many fields so inadequate, that business and industry have liberalized their training policies and are spending many millions in upgrading their workers.

Mortimer Caplin, President of the National Civil Service League, recently warned, "There is a genuine crisis of competence in staffing and management of our governments, which today employ 15% of the work force and are growing at . . . rates that will put over 20% on direct government payrolls within a few short years. Public service simply does not attract and retain the ablest to staff the increasingly complex programs and services our society needs."

Obviously, this cooperation is desirable for the operating agencies. Just as nineteenth century transportation is inadequate for life in the late twentieth century so educational material and methods acceptable even a decade ago frequently do not suffice today, as demonstrated by student desire for more meaningful curricula. Interaction between the men and women who administer the state's services and those who are preparing our youth to administer tomorrow's programs can produce only more pertinent training and more adequately prepare future workers for the public and private sectors.

Convinced of the desirability of closer cooperation, the following actions are suggested: (1) state agencies will need to adopt uniform policies in regard to staff development; (2) a budget will be required to provide equal opportunities for all employees; (3) training facilities, probably through development of extension centers, will be needed at numerous locations throughout the state; (4) close cooperation among state universities will be essential, in order to determine and to develop core curricula for advanced undergraduate and graduate training in public administration; (5) flexibility in transfer of credits among the participating educational institutions will be required and residence requirements will need to be reduced to a minimum or waived; and (6) facilities for giving public administration students, particularly graduate students, practical experience in the public service are needed.

One major problem of in-service training is the complete lack of uniformity and objectivity among the state agencies in their staff development policies and practices. Some agencies, either through funds derived from federal sources or from reimbursement for certain programs, seem to have almost unlimited resources for training their present or prospective employees. Other agencies have practically nothing available for this function. Still other agencies that might or might not be able to finance a reasonable amount of staff development fail to recognize the benefits of encouraging their employees to increase their efficiency or versatility or to prepare to assume greater responsibilities. And a few agencies simply do not wish to be bothered with such matters.

Workers in some agencies get unrealistic and often unproductive opportunities, while those in other departments are denied participation sufficient even to keep up with current developments in their field. There is the instance of an employee who was sent to school a year and a half to get a master's degree in a field in which there is an adequate supply of qualified personnel, while numerous other workers were refused $15 tuition to quality for one grade of secretarial advancement. By depriving many able and loyal employees of the opportunity to grow on the job and by heaping rewards on those less deserving and less dedicated, this highly subjective and irrational practice in regard to staff development is costing the state millions in replacing turnover, loss of experience, reduced efficiency, low morale, and increased difficulty in recruitment. Today the able and ambitious employee takes a hard look at an agency's training policy before accepting employment with that agency.

This undesirable situation can be corrected by establishing an educational policy that could be applied *uniformly* to all state agencies and employees. How could such a policy be administered, in order that employees from the have-not agencies could benefit equally with those working in the departments with more generous financial resources and that those in the disinterested agencies could have reasonable opportunity to maintain their adequacy by keeping abreast of rapidly moving scientific progress?

The answer lies in action by the General Assembly: an appropriation to provide legitimate staff development for employees of *all* agencies and an agency to administer the program fairly and equitably. How could such an appropriation be estimated? One agency policy that has been found practical allows each employee a maximum tuition of $80 a semester for job-related training, either credit or noncredit, or courses required to complete an approved training program of undergraduate or graduate study. This figure was set as the maximum amount that would be charged an Illinois resident for one course at a state university or an in-district student at a public junior college. Assuming that 10% of state employees in the elective offices, code departments, boards, and commissions wished to participate, on present state payrolls this would involve some 6,100 employees, at a biennial cost of $1,752,000. If to this figure were added $500 for attendance at one technical or professional seminar or conference a year for 1% or 610 employees, this biennial cost of $610,000 would increase the total appropriation needed to $2,362,000. This is an extremely conservative estimate which would drastically reduce conference attendance in some agencies, but would provide a modest overall program of fairness and opportunity for all who are able and interested.

What agency should be given responsibility for administering such a program? The Department of Personnel, designated as the coordinator of all training programs for state employees in code departments, boards, and commissions, has had many years of experience in investigating training needs, developing or arranging facilities to meet those needs, and administering these programs. This Department's programs have also served many employees from the elective offices.

It is essential that the employing agencies retain control of their workers' time. To accomplish this, a policy would be needed, setting guidelines for absence from work and tuition reimbursement. This policy statement should provide for three conditions: absence from work to attend recurring classes, and reimbursement for such training satisfactorily completed; reimbursement for training taken on the employee's time; and absence from work and tuition payment for attendance at seminars, workshops, conferences, and institutes. Although final approval for all three types of training, when tuition or registration fees are involved, should be determined by the Department of Personnel before registration for such training is completed, all requests for such training should be processed through agency channels, with the employing agency recommending approval or disapproval and indicating reasons for withholding approval. Unless it was found that obvious discrimination was being practiced, the Department of Personnel would normally follow the employing agency's recommendation. Such a policy and procedure, however, would provide a channel for interested and ambitious workers to process their requests, and it is believed would greatly increase uniformity in opportunity among the agencies.

Action will also be required on the part of the educational institutions. As the operating agencies have established district offices and institutions throughout the state, its employees are no longer centered in Springfield or Chicago but headquartered in many localities. When educational facilities are not available to them in their work locations, they frequently leave state service to accept employment where such facilities are available. Unfortunately those who leave are frequently the abler, better-educated, more ambitious workers who have more abilities to market.

One solution to this problem is establishment of extension centers where such employees, who have completed junior college or their entire undergraduate work, can enter advanced undergraduate, graduate, or professional training. The University of Illinois has pioneered a pattern for such graduate training in the extension curriculum in public administration it offers at Springfield for state employees. To conduct this curriculum, the University frequently employs faculty from other public or nonpublic universities and also some state administrators. Another area in which there has long existed an urgent need is for graduate training in social work. With cooperation among the several schools of social work and the considerable number of able professionals employed by the state, it should be possible to provide this training at several extension centers. These are only two of the numerous fields in which training through extension centers is urgently needed.

One of the first questions that will be raised in connection with the extension center proposal is library facilities. Our extensive State Library possesses the experience and contacts with local libraries for distributing books, as needed, for such centers. Once a core curriculum was adopted, and necessary reference books determined, it seems reasonable to assume that the State Library would cooperate freely. Furthermore, the order in which courses are offered at the different centers could be so staggered that the same books would not be required simultaneously at all centers.

Another critical consideration would be the transfer of credits and requirements. It has been suggested that a core curriculum be agreed on for all centers: for example, public administration, public personnel administration, financial administration, administrative law, etc., and that after completing these core courses, students might choose electives to permit some concentration in specialized fields. Thus, one school might concentrate on municipal problems, another on county organization, a third on state, and a fourth on federal. Other equally effective and challenging approaches might be offered. Through leadership from the University of Illinois, which has had some twenty-five years of experience with the Master of Arts in Public Administration program at Springfield, and the new Sangamon State University, which will be located at Springfield, and cooperation from the several other public and nonpublic universities already active in this field, it should be possible to work out a curriculum and a policy and procedures for transferring credits among the participating universities and centers so that facilities would be available to all and that students would experience a minimum of problems or penalties in transferring from one location to another.

The residence requirement sometimes poses problems. However, the University of Illinois was willing to waive campus residence for its Master of Arts in Public Administration program because its Political Science Department, the sponsoring agency, was convinced that persons working for the state at Springfield would gain more first-hand knowledge of state organization, policies, and procedures from their jobs than they would from reading about such organization and policies in books on the University campus. Just what dimension could residence on a college campus add to a student who had previously met residence requirements in earning his baccalaureate degrees, especially if he was now working full time in helping administer the business of a municipality, a county, a state, or federal agency–and who, in addition to this everyday experience, was pursuing a balanced curriculum under the guidance of a qualified instructor, with an adequate supply of reference books available to him?

One perplexing question remains–that of providing some practical experience to the student who plans to continue beyond the baccalaureate degree without a break in his academic career. There has been a lack of information or sometimes misinformation about the public service–at least on the state level–among many teachers of government. However, this can be corrected. The General Assembly for several years has been administering a highly successful program for legislative interns–a program which enables bright young men and women to gain an insight into the problems and challenges of the General Assembly at the same time the General Assembly and its agencies obtain needed help in conducting studies, preparing reports, drafting legislation, etc. After a year of such experience these young people will continue their academic work–whether it be for a master's degree, a Ph.D., or a law degree, from a much more sophisticated frame of reference.

A similar proposal has been drafted to create administrative trainees, to serve the executive offices as the legislative interns serve the General Assembly. This proposal would require legislative action; judging from the success of the legislative intern program, that action should be possible to obtain.

What about those persons already in state service who because of age, graduate degrees in other fields, or lack of formal education, do not wish to pursue a master's program? Short courses or seminars, not necessarily carrying college credit, could be offered at college campuses or at areas of employee concentration such as Chicago and Springfield. A recommended policy (Attachment 1) for absence from work is not to exceed four hours a week or sixteen hours a month–totaling 190-200 hours a year. This maximum would permit an employee to attend four to five weeks of seminars if his employing agency felt that such participation was needed and if he did not take any classes during working hours. The federal government, particularly for employees located at other places than Washington, D.C., conducts much of its training through two-, three-, five-day or two-week seminars on various subjects.

Policy Regarding Absence from Work To Pursue Training and Agency Reimbursement for Such Training

1. For attendance at weekly or other regularly recurring class meetings during working hours, these conditions should be met:
   a. training should be related to assigned duties or preparatory for anticipated assignment of increased duties or responsibilities or a requirement for completion of such related undergraduate or graduate training;
   b. absence from work except under unusual circumstances should not exceed four hours a week and should be approved by the employing agency; and
   c. reimbursement at a maximum of $80 a semester or $54 a quarter should be only for actual tuition, as determined by an attached receipt, and after satisfactory completion, substantiated by a certificate or similar document from the educational institution.

2. For training taken on the employee's time:
   a. the employing agency should base its recommendation on the probable value of the training to the present and future needs of the agency, taking into consideration the growth of the employee and the effect on morale; and
   b. the final approval or disapproval would be made by the Department of Personnel, with tuition reimbursement subject to the maximum of $80 a semester or $54 a quarter, as determined by attached receipt, and to satisfactory completion as attested by certification from the educational institution.

3. For attendance at conferences, seminars, workshops, or institutes necessitating absence during working hours of more than four hours a week or sixteen hours a month, except at in-service training conducted by the employing agency, procedure would be:
   a. request should be initiated by the employee or his agency;
   b. recommendation for approval or disapproval should be made by the employing agency, with adequate substantiation showing anticipated value to the agency as well as to the employee;
   c. provision for covering the employee's work during his absence;
   d. final action by the Department of Personnel; and
   e. maximum of $500 for tuition or registration actually paid, as determined by an attached receipt, the employing agency to provide travel and maintenance required.

APPENDIX F

FEDERAL TRAINING PROGRAMS, TRAINING CENTERS, AND EXTENSION CENTERS

Federal Training Programs Generally

The various departments and agencies of the federal government have developed and used a wide variety of training programs in recent years both to provide or to enhance skills and capabilities needed in employees to carry out job responsibilities and to broaden understanding of the increasingly complex developments in scientific, social, and economic areas of activity with which the government is becoming more and more heavily involved.

Training is provided, as determined to be needed, to employees at all levels in both technical and nontechnical fields, including such areas as law and regulations, administration, management and supervision, public relations, communications and communication skills, secretarial development, automation, machine operation, stenographic and clerical skills, handling of firearms, and various basic skills.

To the extent practicable, and this applies to most programs, the training is done through use of government facilities with government personnel and at government expense. To a large extent it is carried out during official working hours with employees receiving their regular salaries plus per diem and travel expense allowances where required. Even employees selected for fellowship grants at nongovernment facilities or schools for full-time advanced study programs are paid full salary under authority of the Government Employees Training Act.

Many courses provided by the agencies, particularly those concerned with entry level training for persons newly recruited to government service, with basic skills, and even with advanced technical skills, are conducted on the agencies' own premises which may be either the agency's own field or central office or a separately maintained in-service training center. Currently, about 80% of the more than $180,000,000 expended annually for training federal employees goes for the in-house type of training, those programs developed and conducted by departments and agencies through and for their own employees. The remainder of the training is derived from nongovernment sources, chiefly colleges and universities but including some industrial concerns and laboratories. Occasionally, high schools and professional individual educators have been called upon.

In general, federal training programs are increasing at a rate of about 10% per year, and a continued increase is predicted. The average length of training courses has been decreasing over the past several years, and currently this average is about 38 hours per course. The best data available indicate that training is approximately equally divided among employees in various levels, as the numbers receiving or having received training are approximately in proportion among all groups. Training in management and supervisory skills accounts for 23% of costs; professional and scientific training, 17%; training employees in technical and operational aspects of organization programs, 31%; and training in a variety of miscellaneous skills, 29%. Agencies most active in training their employees are the Department of Defense, with heavy expenditures for Army, Navy, and Air Force (civilian); the Treasury Department; the General Services Administration; the Interior Department; the Health, Education, and Welfare Department; and the Veterans Administration.

Federal In-Service Training Centers

As of June, 1967, there were in existence and operating forty-nine federal in-service training centers, including ten located in or near Washington, D.C. At the same time only a small portion of the training conducted by any single federal agency was open to employees of other agencies. Currently, efforts are being put forth to work out consolidations of in-service training centers and to expand the concept of interagency training.

The U.S. Civil Service Commission now has established and operates ten Regional Training Centers–one each for each of the ten Civil Service Regions in the nation. These centers are designed to provide training opportunities on a nationwide basis and to provide federal agencies, regardless of location, with a standard training curriculum which will supplement and support the agencies' in-house programs.

Each CSC Regional Training Center offers a curriculum in (1) personnel management, (2) general management, and (3) communications and office skills. Three of the Centers provide ADP training on an interregional basis, and three others provide financial management training. The standard curriculum consists of about forty-four courses covering introductory through advanced level instruction in each of the five subject-matter areas. In addition, other courses are developed and provided to meet unique or localized training need.

The CSC Regional Training Centers use many teaching techniques: lecture, guided conference, case studies, etc. The training is conducted at a center principally by government instructors, and most classes are scheduled during government working hours. The individual courses appropriate for particular levels or classes of employees are staggered throughout the year. The length of the courses ranges from two to five days, most being three days in length.

Per-person course costs are determined by the Civil Service Commission and charged to the agencies with employees participating. The per-person costs range from $15 to $35 a day. Nearby CSC Regional Training Centers are located at St. Louis, Missouri, and Chicago, Illinois.

Course content for the three major curriculum areas at these training centers is listed on Attachments 1, 2, and 3 so that the nature and scope of the training provided can be more easily visualized.

CSC Executive Seminar Centers

To meet the need for continuing development of federal executives, the Civil Service Commission has established two Executive Seminar Centers–one at the U.S. Merchant Marine Academy, Kings Point, New York (September, 1963); the other at the University of California in Berkeley, California. These centers are interagency facilities of the federal government for the benefit of middle- and near top-level civilian executives of all departments and agencies (General Service Schedule Grades 14 and 15).

At the Seminar Centers, a small resident faculty is supplemented by instructors from government, private industry, and various universities. The larger share of instruction comes from university professors. In addition to lectures, there are discussions and workshop projects on important issues and rather extensive reading assignments, both for advance preparation and for study during the seminar period.

The facilities are owned or leased by the government, and arrangements for housing participants are made with a nearby hotel or similar facility. All costs are paid by the government including travel and subsistence allowances for the participants.

The curriculum offered by the Executive Seminar Centers consists of about ten two-week discrete units designed to explore major areas of governmental responsibility and activity. Several of these units are repeated throughout the year to reach a total of sixteen to eighteen seminars. The current capacity of each center approximates 600 a year. There are 43,000 or more federal executives in the grade levels which the Seminar Centers are designed to benefit. Two more centers are planned for location in the southeast and midwest areas so that capability for training executives will be increased.

A Center for Advanced Study of Government Affairs was opened in the fall, 1968, at the University of Virginia, Charlottesville, Virginia. This will provide advanced- or graduate-level training for federal executives of all departments and agencies in the highest classified Civil Service grades (GS-16, GS-17, and GS-18). There are approximately 4,500 civilian executives in these grades.

The course content of the Executive Seminars is shown in some detail in Attachment 4, which shows the overall curriculum at the Berkeley Center for 1966-67. Attachment 5 shows the makeup of a typical seminar for the course entitled "Administration of Public Policy." In the twenty half-days of this seminar, one half-day was concerned with orientation and assignments, sixteen half-days were devoted to lectures with discussion, and two half-days involved group projects and an examination. Eleven university professors or instructors, two CSC instructors, two high-level federal executives, one corporation executive formerly a Treasury Department official, and one journalist acted as guest lecturers and discussion leaders. No academic credit accrued.

University Centers Used by Federal Agencies

The federal government also has been using universities as a training resource. Some agencies provide financial support to a professional or a scientific employee who wants to take a course that is either directly or indirectly related to the employee's present or possible future work assignment. Others provide support only when the course is specifically related to the employee's present work, and still others avoid sponsoring any nongovernment courses at all. Many federal employees take university courses on their own time and resources.

In special awards programs in some agencies, carefully selected employees in limited numbers are sponsored annually for full-time residential training which often leads to an advanced degree. This type of sponsorship goes to a limited number of career people having earned high scholastic records earlier and presently having high potential for future service.

In the past several years a number of universities have established centers for continuing education for advanced or particular study with some of the programs attractive to government administrators. As an example, the University of Oklahoma has two centers, one in Norman, Oklahoma, the other in Washington, D.C. These centers offer an Advanced Program in Governmental Studies in a series of six-day seminars or sessions, each of which covers a distinct area in the field of political science, economics, sociology, history, or management. Academic credits may be earned by enrollees who quality for admission to the university and the graduate college for both the sessions and for directed readings courses. All courses in the program are taught by various professors of the university. The degrees of Master of Arts in Public Administration and Master of Arts in Economics are conferred upon completion of requirements. Attachment 6 shows the makeup of some of the sessions of these centers.

At the University of Wisconsin, the Center for Advanced Study in Organization Science has several programs which are directed toward benefiting the public administrator or executive. These include seminars, courses, and residential institutes for public administrators held throughout the year.

A Summer Institute for Federal Executives is held annually. An Institute in Executive Development for Psychiatric Administrators was conducted as a month-long program annually for three years for public psychiatric officials, commissioners of mental health systems, and superintendents of mental hygiene institutions. A two-week residential Program of Advanced Study for Public Welfare Administrators has also been initiated; and recently, an annual Institute in Executive Development for Correction System Administrators was established. In addition, numerous short programs are developed to meet highly specialized needs, such as advanced management programs up to three months in length designed for African and Asian public administrators.

The structure of the Wisconsin Summer Institute for Federal Executives is worth examining. This institute is now in the twelfth year. It is conducted at The Wisconsin Center on the university campus during July and August. The participants are housed, with meals, at an institute residence.

Currently the Institute consists of six two-week blocks, in consecutive pairs, over a six-week period. Executives may enroll for two, four, or six weeks selecting either block of the two being run concurrently each two-week period. Morning and afternoon seminars are held each weekday; two evening lecture sessions each week are held; and one Saturday morning seminar takes place at mid-period. The faculty is supplied by the Center, and participants are issued certificates of completion after the close of the Institute.

This institute is designed for higher level executives to analyze rather intensely the problems, challenges, and opportunities presented by the social and technological changes currently being experienced in America. Each unit is limited to about twenty participants. Reading assignments are emphasized in support of the lecture-discussion core of each unit. Attachment 7 provides more detail about the nature of course content.

Federal Agencies and Employees at Springfield, Illinois

Excluding the Department of Defense, the Selective Service System, and the United States Court, there are ten federal departments and four independent federal agencies having offices or establishments in Springfield, Illinois. These agencies and the number of employees on their rolls as of August, 1968, are:

Agriculture (9 offices)	117 employees
Commerce (1 office)	8 employees
Health, Education, and Welfare (3 offices)	52 employees
Housing and Urban Development (1 office)	42 employees
Interior (2 offices)	3 employees
Justice (1 office)	59 employees
Labor (2 offices)	7 employees
Post Office (2 offices)	646 employees
Transportation (5 offices)	86 employees
Treasury (4 offices)	248 employees
Civil Service Commission (1 office)	1 employee
General Services Administration (1 office)	37 employees
Interstate Commerce Commission (1 office)	2 employees
Veterans Administration (1 office)	1 employee
Total	1,309 employees

Defense, Selective Service, and the U.S. Courts, in twenty-one offices or posts, have 135 employees, bringing the total of all federal employees, civilian and military, to 1,444. This total has steadily increased with small accretions of 1% to 2% each year over the past ten years. This number of federal employees at this location is not expected to decrease to any great degree in the next two to three years in spite of the terms of the Revenue and Expenditure Control Act of 1968. In a longer range view, a slow increase similar to that of recent years may be expected.

Of the 1,309 federal employees working in the agencies concerned with general administrative programs, there are from fifteen to twenty who can be considered in an executive or managerial group; about 250 to 275 who are professional, technical, or lower supervisory personnel; and 1,000 or more who hold clerical, vocational, or working type positions.

As indicated earlier, the entry-level and in-service training needs of these public employees will continue to be met almost entirely through federal training programs using government facilities and personnel, either at Springfield or at other locations. After establishment of a senior college at Springfield, it can be expected, however, that there will be some interest on the part of federal employees in courses, both at graduate and undergraduate levels, for completion of work toward academic degrees or for particular individual interests or needs, especially if opportunities for study are made available on off-duty hours.

It is difficult to make any exact or close estimate of the extent, in terms of numbers, of this interest. At the time of the survey of educational needs made by the Springfield Committee for Higher Education early in 1964, fifty-four employees of one federal agency, the Internal Revenue Service, in answer to a questionnaire, indicated they would take courses leading to a degree, if such were available at Springfield; and 116 indicated they would take courses to improve skills or for cultural benefit. Accounting, English, public administration, and sociology were named most frequently as course subjects of interest.

In the same survey, a total of 14,977 people employed in ten relatively large organizations in Springfield were polled. The organizations selected for the survey included state and local government, manufacturing and public utility organizations, as well as the one federal agency mentioned above. The survey showed 1,963 people expressing interest in courses leading to a degree and 2,536 persons who thought they might take courses for cultural benefit. The expressions of interest in degrees went toward baccalaureate and masters' degrees. Public administration and related subjects were indicated as among the higher preferences.

Some Conclusions

1. The State of Illinois would do well to consider the experience of the federal government in training federal employees for better job performance and for meeting more adequately their responsibilities in administering government programs. The provisions of the Government Employees Training Act (PL 85-507), July 7, 1958, should be considered by the state with a view toward adopting those which would improve the quality of public service by state employees. There is also need to provide various kinds of training to employees of various elements of local governments, and the state should consider how fulfillment of these needs can be extended to those entities.
2. The Regional Training Centers operated by the Civil Service Commission for the benefit of all federal agencies can serve as a model to offer some ideas useful in part of the role that the senior college in Springfield might play in providing in-service training opportunities to public employees.
3. The Civil Service Commission Executive Seminar Centers and many of the University Centers for higher-level executives and government-employed professional personnel can serve as resources for ideas on how in-service study and training might be provided to public administrators occupying position of similar levels at Springfield through the facilities of the senior college.

References

Government Employees Training Act, PL 85-507 (July 7, 1958).

Report Covering Effectiveness of Implementation of the Government Employees Training Act, House of Representatives Committee on Post Office and Civil Service (House Report No. 134), June 1, 1967.

Investment for Tomorrow—A Report of the Presidential Task Force on Career Advancement, U.S. Civil Service Commission, 1967.

Educating Tomorrow's Managers, Committee for Economic Development, October, 1964.

Various Course Catalogues and Other Descriptive Materials from Federal and University Training Centers.

Springfield Committee for Higher Education Survey, 1964.

Training of Federal Government Employees, Executive Order 11348, April, 1967.

Appendix F
Attachment 1

CIVIL SERVICE COMMISSION
REGIONAL TRAINING CENTER

General Management Training Institute—Curriculum

1. Entry Level Training	
Basic Concepts in Government Operations	5 days
2. Supervisory Training	
Supervision and Group Performance	5 days
Supervision and Group Performance (for Instructors)	3 days

3. Management Training

Middle Management Institute	5 days
Management and Group Performance	5 days
Management and Group Performance (for Instructors)	3 days
Basic Management Techniques I	5 days
Basic Management Techniques I (for Instructors)	2 days
Basic Management Techniques II	5 days
Basic Management Techniques II (for Instructors)	2 days

4. Executive Training

Federal-State-Local Program Administration	3 days
Ideas and Authors-Management & Organization	3 1-day sessions
Workshop for Managers of Federal Aid Programs: Implementary Title VI, 1964 Civil Rights Act	5 days
Management of Scientific and Engineering Organization	5 days
Executive Seminar on the Application of the Behavioral Science	3 days

Appendix F
Attachment 2

CIVIL SERVICE COMMISSION
REGIONAL TRAINING CENTER

Personnel Management Training Institute—Curriculum

1. Personnel Management System

Introduction to Personnel Management	4 days
Job Classification & the Management Process	5 days
Basic Staffing and Placement	5 days
Basic Employee Relations	5 days
Basic Employee Development	5 days
Processing Personnel Actions	2 days
Advanced Position Classification	5 days
Advanced Staffing and Placement	5 days
Advanced Employee Relations	5 days
Advanced Employee Development	5 days
Position Management	3 days
Personnel Management for Personnel Specialists	8 1-day sessions
Recruiters Seminar	4 days
Employee Development Officers Seminar	3 days
Management of Personnel Functions	3 days

2. Social Concepts and Applications	
Organizational Theory	3 days
Counseling and Motivating Employees	3 days
Recognizing and Supervising Troubled Employees	3 days
Applying Behavioral Science Research to Personnel Management	3 days
Management of Human Resources	3 days
3. Skills, Techniques and Procedures	
Instructor Training	5 days
Investigation of Complaints of Discrimination	3 days
Conduct of Hearings Involving Adverse Action or Discrimination	2 days
Adverse Actions	3 days
Negotiating and Implementing Agreements	3 days
Retirement Administration Institute	3 days
4. Personnel Management for Managers and Supervisors	
Personnel Management for Managers	3 days
Personnel Management for Supervisors	3 days
The Role of the Federal Manager in Equal Employment Opportunity	3 days
Program Planning and Execution - Equal Employment Opportunity	3 days
Management and the Negotiated Agreement	3 days
Supervision and the Negotiated Agreement	3 days
Position Classification for Managers	3 days
The Role of the Manager in Performance Evaluation	3 days

Appendix F
Attachment 3

CIVIL SERVICE COMMISSION REGIONAL TRAINING CENTER

Communications—Office Skills Training Institute—Curriculum

1. Communication	
Writing Effective Letters	3 days
Effective Letter Writing for Management	3 days
Technical Writing Seminar	3 days
Presentations to Management	3 days
Interpersonal Communication Seminar	5 days
2. Office Skills	
Better Office Skills and Service	3 days
Secretarial Techniques	3 days
Advanced Secretarial Techniques	3 days
3. Service to the Public	
You Serve the Public	1 day

Appendix F
Attachment 4

CIVIL SERVICE COMMISSION
EXECUTIVE SEMINAR CENTER

CSC Executive Seminars—Curriculum (Two-Week Sessions)

501 Administration of Public Policy
role of career administrators in carrying out public policy

502 Environment of Federal Operations
economic, social and international conditions and their effect on government action, legislative, executive and judicial

503 The National Economy and the Federal Executive
theory and substance of government involvement in the economic life of the nation

504 Social Programs and Economic Opportunities
examination of principal socio-economic programs of government and the problems involved in managing them

505 International Affairs and Federal Operations
basic concepts connected with foreign policy and the conduct of foreign affairs

506 Effect of Technological Development
role of the government in scientific undertakings and effect of technological change on national goals

507 Administration of National Security Policy
problems involved in national security

508 Intergovernmental Programs and Problems
relationships between National, State and Local authorities

509 Skills and Goals of Management
the role of career managers and the nature of staff operations at their disposal

510 Federal Program Management
Federal policies and interagency management practices applicable to administration of public programs

Appendix F
Attachment 5

CIVIL SERVICE COMMISSION
EXECUTIVE SEMINAR CENTER

Administration of Public Policy (Course Content)

Introduction	Dr. Richard C. Collins Civil Service Commission

Part I - Forces Affecting Policy Formation

Public Thought and Public Policy relationship between American political thought and public policy; attitudes toward government, role of the state in society	Dr. William Ebenstein Professor of Political Science University of California Santa Barbara, California
Public Policy: Forces and Directions the economic and social forces which affect and condition the substance and direction of public policy	Dr. Michael D. Reagan Professor of Political Science University of California Riverside, California
The Political Process and Public Policy characteristics of American political parties and their impact upon public policy; relationships between parties, interest groups, public opinion and public policy	Dr. Hugh A. Bone Chairman, Political Science Department University of Washington Seattle, Washington

Part II - The Formulation and Administration of Public Policy by the Congress, the President, and the Courts

Legislative Processes and The Career Executive situations where the career executive is involved in policy-making, drafting legislation, preparing congressional testimony, and supporting political executives	James R. Beck Director, Executive Seminar Center Berkeley, California
Congress As An Overseer of Administration the function of Congress to see that policy is implemented and administered in line with congressional interest	Dr. James R. Klonoski Professor of Political Science University of Oregon Eugene, Oregon

The President's Powers the political and legal powers of the President in the formulation and administration of public policy	Dr. Henry A. Turner Professor of Political Science University of California Santa Barbara, California
The Congress and the President: Their Status Compared comparison and evaluation of the respective roles and powers of these two branches of government	Professor Heinz Euleau Institute of Political Studies Stanford University Stanford, California
The Judiciary as Policy Maker how the U. S. Supreme Court affects the establishment, definition and administration of public policy	Dr. Richard B. Wilson Professor of Political Science University of Colorado Boulder, Colorado
Law and Politics: The Growth of Delegated Power the growth of policy making power administrative agencies	Dr. Richard B. Wilson Professor of Political Science University of Colorado Boulder, Colorado

Part III-Policy, Processes, and Administration Within the Executive Branch

Politics and Administration: The Assistant Secretaries the role of these important political executives and the quality of their performance	Dr. Dean E. Mann Professor of Political Science University of California Santa Barbara, California
Public Policy and Program Planning formulation of objectives and programs within the bureaucracy and their contributions to policy formulation	Dr. Albert Lepawsky Professor of Political Science University of California Berkeley, California
Policy and Administration: A Web of Relationships Federal, state and municipal relationships; intergovernmental problems	Professor Roscoe D. Martin Political Science and Public Administration University of California Berkeley, California

The Executive Office: "The President Needs Help" organization and functioning of the executive office of the President and the Bureau of the Budget	William W. Parsons Senior Vice-President Systems Development Corporation Santa Monica, California
Office of Education: Group Project	CSC Instructors
Budgets as Politics and Programs budgets as programs in light of the strategy and expectations of interested participants	Dr. Aaron B. Wildavsky, Chairman Department of Political Science University of California Berkeley, California
Group Project and Examination	CSC Instructors
Image of The Federal Service how the public views the Federal Government and factors which affect its image	John D. Weaver Free Lance Journalist Los Angeles, California
The Field Office: Relationships and Processes Washington-field relations; impediments to communication and interagency coordination in the field	Robert B. Pitts Regional Administrator Department of Housing and Urban Development San Francisco, California
The Career Executive: Accomplishments and Prospects role and status of the career executive in formulation and administration of public policy	Wilfred V. Gill Assistant to the Chairman Civil Service Commission Washington, D. C.

Reading Assignments

Redford, Emmett S.	"The Never Ending Search for the Public Interest"
Gardner, John	"Self-Renewal"
Grodzins, Morton	"American Political Parties and The American System"
Roche, John P	"We've Never Had More Freedom"

Appendix F
Attachment 5—contd.

Price, Don K.	"The Parlimentary and Presidential System"
Somers, Herman M.	"The President, The Congress and The Federal Government Service"
Dahl, Robert	"Decision-Making in a Democracy: The Role of the Supreme Court as Policy Maker"
Price, Don K.	"Administrative Leadership"
Bailey, Stephen K.	"The Office of Education: The Politics of Rapid Growth"
Brown, David	"The President and the Bureaus: Time for a Renewal of Relationships"
Rowen, Henry S.	"PPBS: What and Why"
Bureau of the Budget	Bulletin 66-3, October 12, 1965
Wildavsky, Aaron B.	"Political Implications of Budgetary Reform"
Cleveland, Harlan	"The New Style in Leadership"
Marx, F. Morstein	"The Mind of the Career Man"
The Federal Times	Executive Assignment System - EO 11315

Appendix F
Attachment 6

UNIVERSITY OF OKLAHOMA—ADVANCED PROGRAM IN GOVERNMENTAL STUDIES

Oklahoma Center for
Continuing Education
Norman, Oklahoma

Graduate Educational Center
Washington, D. C.

1968 Fall Sessions (Sept.-Dec., 1968) Norman, Oklahoma (Six Days Each)

Political Science 417	Seminar in Public Administration (Developmental Theory)
Political Science 328	The Judicial Process
Economics 309	Economic Forces
History 288	Constitutional History of the U. S. since 1789

Political Science 317	Problems in Public Administration (Comparative Administration)
Economics 202	Intermediate Macro-Economic Theory
Sociology 350	Special Sociological Problems
Political Science 417	Seminar in Public Administration (Impact of Science and Technology on Public Administration)
Management 422	Administration - Problems in Human Behavior
Economics 475	Problems of Latin America
Political Science 240	Public Opinion
Political Science 360	Problems in Comparative Government
Economics 326	Advanced Comparative Economic Systems

1968 Fall Sessions (Sept.-Dec., 1968) Washington, D.C. (Six Days Each)

Political Science 312	Problems in American Foreign Policy
Management 422	Administration - Problems in Human Behavior
Economics 384	National Income Analysis
Political Science 317	Problems in Public Administration (Organization Theory)

Appendix F
Attachment 7

UNIVERSITY OF WISCONSIN—CENTER FOR ADVANCED STUDY IN ORGANIZATIONAL SCIENCE, MADISON, WISCONSIN

Summer Institute for Federal Executives

First 2-weeks Sessions

Unit IA Social Forces, Public Issues and Government Policy

analyses of major contemporary social, economic and international problems and public policy formulation

Unit IB Innovation and Planned Change in Administrative Systems

factors involved in accomplishment of planned change, overcoming resistance to change and maintenance of organizational receptivity to change

Second 2-weeks Sessions

Unit IIA The Design and Management of Modern Organizations

contemporary theories of organization structure and behavior; the significance of recent organizational and behavioral research to the solving of practical administrative problems

Unit IIB Management of Scientists and Professionals in Modern Administrative Structures

the roles and attitudes of scientists and professionals in modern bureaucracy and society; problem areas in management and coordination of scientific and professional contributions

Third 2-weeks Sessions

Unit IIIA The Dynamics of Administrative Human Relations

human behavior in organizational settings

Unit IIIB Management Science and Technologies of Administration

analysis of general systems theory, systems analysis and design, information technology and problems connected with organizational implementation and management of these technologies

APPENDIX G

U.S. HIGHER EDUCATION ACT OF 1965

PUB. LAW 90-575 October 16, 1968

"TITLE IX--EDUCATION FOR THE PUBLIC SERVICE

"PURPOSE

Sec. 901. It is the purpose of this title to establish a program of grants and fellowships to improve the education of students attending institutions of higher education in preparation for entrance into the service of State, local, or Federal governments, and to attract such students to the public service.

"PART A--GRANTS AND CONTRACTS TO STRENGTHEN AND IMPROVE EDUCATION FOR THE PUBLIC SERVICE

"PROJECT GRANTS AND CONTRACTS

"Sec. 903. The Secretary is authorized to make grants to or contracts with institutions of higher education, or combinations of such institutions, to assist them in planning, developing, strengthening, improving, or carrying out programs or projects (i) for the preparation of graduate or professional students to enter the public service or (ii) for research into, or development or demonstration of, improved methods of education for the public service. Such grants or contracts may include payment of all or part of the cost of programs or projects such as--

"(1) planning for the development or expansion of graduate or professional programs to prepare students to enter the public service;

"(2) training and retraining of faculty members;

"(3) strengthening the public service aspects of courses or curriculums leading to a graduate or professional degree;

"(4) establishment, expansion, or operation of centers for study at the graduate or professional level (but not including payment for construction or acquisition of buildings);

"(5) conduct of short-term or regular session institutes for advanced study by persons engaged in, or preparing to engage in, the preparation of students to enter the public service;

"(6) carrying out innovative and experimental programs of cooperative education involving alternate periods of full-time or part-time academic study at the institution and periods of full-time or part-time public service; and

"(7) research into, and development of, methods of training students or faculty, including the preparation of teaching materials and the planning of curriculum.

"APPLICATION FOR GRANT OR CONTRACT; ALLOCATION OF GRANTS OR CONTRACTS

"Sec. 904. (a) A grant or contract authorized by this part may be made only upon application to the Secretary at such time or times and containing such information as he may prescribe, except that no such application shall be approved unless it--

"(1) sets forth programs, activities, research, or development for which a grant is authorized under this part, and describes the relation to any program set forth by the applicant in an application, if any, submitted pursuant to part B;

"(2) provides for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this section; and

"(3) provides for making such reports, in such form and containing such information, as the Secretary may require to carry out his functions under this section, and for keeping such records and for affording such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports.

"(b) The Secretary shall allocate grants or contracts under this part in such manner as will most nearly provide an equitable distribution of the grants or contracts throughout the United States among institutions of higher education which show promise of being able to use funds effectively for the purposes of this part.

"(c) (1) Payments under this section may be used, in accordance with regulations of the Secretary, and subject to the terms and conditions set forth in an application approved under subsection (a), to pay part of the compensation of students employed in public service, other than public service as an employee in any branch of the Government of the United States, as part of a program for which a grant has been approved pursuant to this section.

"(2) Departments and agencies of the United States are encouraged, to the extent consistent with efficient administration, to enter into arrangements with institutions of higher education for the full-time, part-time, or temporary employment, whether in the competitive or excepted service, of students enrolled in programs set forth in applications approved under subsection (a).

"PART B--PUBLIC SERVICE FELLOWSHIPS

"AWARD OF PUBLIC SERVICE FELLOWSHIPS

"Sec. 911. The Secretary is authorized to award fellowships in accordance with the provisions of this part for graduate or professional study for persons who plan to pursue a career in public service. Such fellowships shall be awarded for such periods as the Secretary may determine but not to exceed three academic years.

"ALLOCATION OF FELLOWSHIPS

"Sec. 912. The Secretary shall allocate fellowships under this part among institutions of higher education with programs approved under the provisions of this part for the use of individuals accepted into such programs, in such manner and according to such plan as will insofar as practicable--

"(1) provide an equitable distribution of such fellowships throughout the United States; and

"(2) attract recent college graduates to pursue a career in public service.

"APPROVAL OF PROGRAMS

"Sec. 913. The Secretary shall approve a graduate or professional program

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of an institution of higher education only upon application by the institution and only upon his findings--

"(1) that such program has as a principal or significant objective the education of persons for the public service, or the education of persons in a profession or vocation for whose practitioners there is a significant and continuing need in the public service as determined by the Secretary after such consultation with other agencies as may be appropriate;

"(2) that such program is in effect and of high quality, or can readily be put into effect and may reasonably be expected to be of high quality;

"(3) that the application describes the relation of such program to any program, activity, research, or development set forth by the applicant in an application, if any, submitted pursuant to part A; and

"(4) that the application contains satisfactory assurance that (A) the institution will recommend to the Secretary, for the award of fellowships under this part, for study in such program, only persons of superior promise who have demonstrated to the satisfaction of the institution a serious intent to enter the public service upon completing the program, and (B) the institution will make reasonable continuing efforts to encourage recipients of fellowships under this part, enrolled in such program, to enter the public service upon completing the program.

"STIPENDS

"Sec. 914. (a) The Secretary shall pay to persons awarded fellowships under this part such stipends (including such allowances for subsistence and other expenses for such persons and their dependents) as he may determine to be consistent with prevailing practices under comparable federally supported programs.

"(b) The Secretary shall (in addition to the stipends paid to persons under subsection (a)) pay to the institution of higher education at which such person is pursuing his course of study such amount as the Commissioner may determine to be consistent with prevailing practices under comparable federally supported programs.

"FELLOWSHIP CONDITIONS

"Sec. 915. A person awarded a fellowship under the provisions of this part shall continue to receive the payments provided in this part only during such periods as the Secretary finds that he is maintaining satisfactory proficiency and devoting full time to study or research in the field in which such fellowship was awarded in an institution of higher education, and is not engaging in gainful employment other than employment approved by the Secretary by or pursuant to regulation.

"PART C--GENERAL PROVISIONS

"DEFINITIONS

"Sec. 921. As used in this title--

"(a) The term 'State' includes the Canal Zone, and the Trust Territory of the Pacific Islands.

"(b) The term 'institution of higher education' means an educational institution described in the first sentence of section 1201 (other than an institution of any agency of the United States) which is accredited by a nationally recognized accrediting agency or association approved by the Secretary for this purpose. For purposes of this subsection, the Secretary shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered.

"(c) The term 'public service' means service as an officer or employee in any branch of State, local, or Federal Government.

"(d) The term 'academic year' means an academic year or its equivalent, as determined by the Secretary.

"COORDINATION OF FEDERAL ASSISTANCE

"Sec. 922. In administering this title, the Secretary shall give primary emphasis to the assistance of programs and activities not otherwise assisted by the Department of Health, Education, and Welfare, or by other agencies of the Federal Government, so as to promote most effectively the objectives of this title.

"LIMITATION

"Sec. 923. No grant, contract, or fellowship shall be awarded under this title to, or for study at, a school or department of divinity. For the purposes of this section, the term 'school or department of divinity' means an institution or department or branch of an institution whose program is specifically for the education of students to prepare them to become ministers of religion or to enter upon some other religious vocation or to prepare them to teach theological subjects.

"REPORT

"Sec. 924. The Secretary shall include in his annual report to the Congress a report of activities of his Department under this title, including recommendations for needed revisions in the provisions thereof.

"AUTHORIZATION OF APPROPRIATIONS

"Sec. 925. There are authorized to be appropriated $340,000 for the fiscal year ending June 30, 1969, $5,000,000 for the fiscal year ending June 30, 1970, and $13,000,000 for the fiscal year ending June 30, 1971, to carry out the purposes of this title (and planning and related activities in the initial fiscal year for such purpose). Funds appropriated for the fiscal year ending June 30, 1969, shall be available for obligation pursuant to the provisions of this title during that year and the succeeding fiscal year."